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ABSTRACT

Section 1 of this report develops the thesis that while illiteracy is deeply entrenched in certain areas of India, it is also confined to specific pockets of the population. Recognition of this fact should be the basis, according to the author, of literacy strategy. Section 2 provides a history of the levels of priority given to adult education and literacy in India from 1947-77. In sections 3 and 4, the author examines both the experimental one-state literacy projects known as "The Village Literacy Movement" and the national "Functional Literacy Project," which have served as a springboard for the "National Education Programme" outlined in section 5. While section 6 focuses on developing a program to meet the learning needs of India's neglected rural youth, section 7 argues the necessity of linking adult education and literacy to local and national development. Sections 8 and 9, which conclude the study, propose a decentralized, area-specific strategy that would approach problems of literacy and adult education within the context of Indian conditions. The report includes extensive data. (JBM)

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LITERACY IN A NON-LITERACY MILIEU: THE INDIAN SCENARIO

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LITERACY IN A NON-LITERACY MILIEU: THE INDIAN SCENARIO

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"Illiteracy is India's sin and shame and it should be wiped out".

Mahatma Gandhi
Father of the Nation

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LITERACY IN A NON-LITERACY MILIEU

INTRODUCTION

1. Adult education and literacy should be treated an important segment both of overall development and of education. Its inclusion as a sub-system within the education sector is a deliberate policy because education directly promotes human resource development which is a condition for development. Since literacy and adult education impinge directly on development, it deserves an extra-ordinary treatment and serious attention at the hands of economic and social planners, even though it continues to be one of the components of the educational system. The boundaries of adult education and literacy are too wide to be confined within the pedagogical contours and structural framework of education; its linkage with various developmental areas are so vital and integral that an educational planner has to accept the planning and management of literacy and adult education both as a challenge and an opportunity.

2. This study surveys briefly the Indian scenario from various angles and what emerges is only a fraction of the exciting situation. For purposes of convenience, the study is divided into nine broad sections:

Section I. Literacy profile: the basics, presents the factual situation and broad magnitudes of literacy in India. It also develops the thesis that the overwhelming and frightening global figures should not deflect us from realising the fact that illiteracy in India is both largely and strongly entrenched in certain areas of the country and is also confined to specific pockets of the population. This diagnosis should enable the planner to make his programme area and need specific. This is an essential step in deciding the literacy stretegy.

Section II. Three decades: planned inaction, refers briefly to the literacy back-drop and to the priority, or the lack of it, given to adult education and literacy in the Indian Constitution and in the Five Year Development Plans during 1947-1977.

Sections III and IV examine two selected literacy projects in India, one implemented intensively at the micro-level in one State, and the other in all the States, but in selected areas. The Village Literacy Movement (Gram Shikshan Monim) of Maharashtra - a recepient of the Unesco Literacy Award in 1972 - merits a prominent mention within the Indian context for its mass base and innovative practices. Of equal importance is the Functional

Literacy Project which, in a way, has been the Indian version of the Experimental World Literacy Programme (E.W.L.P.) initiated by the Unesco in "sixties". It has also emerged as the inevitable threshold from which the National Adult Education Programme (N.A.E.P.) is taking off.

Section V. The New Deal: National Adult Education Programme outlines briefly the main philosophy of the National Adult Education Programme which was initiated in 1978. It also reviews some of the significant problems it has faced during its brief period of implementation.

Section VI. The Backbone : Rural Youth - their learning needs, focuses its attention on the learning needs of rural youth who form an important, but neglected, segment of the Indian youth and tries to spell out briefly the broad dimensions of the tasks involved and the possible content of the programme.

Section VII. The Reality: Literacy for Development brings out the relevance of the assumption that adult education and literacy, to be meaningful and relevant, has to have effective linkages with every facet of development; otherwise it will be a body without soul, a form without function, a programme without content.

Section VIII. Literacy Strategy : Micro-Planning and Development goes a bit further and strongly pleads the case for a completely decentralized, non-mechanistic, de-bureaucratised and overwhelmingly area-specific strategy in the planning and administration of adult education and literacy.

Section IX. The Synthesis: Emerging Issues makes an attempt to present a synthetic approach and methodology in tackling the problem of literacy and adult education within the context of Indian conditions if it has to succeed.

3. This study assumes that adult education includes literacy as an important ingredient. Literacy has to get highest priority especially in developing countries where illiteracy is a drag on national development. It is also beyond the scope of this study to justify the need for literacy; as there is no doubt that universal literacy of children, youth and adults is a condition precedent for economic development and social justice.

4. This document was originally prepared, at the instance of Prof. M. Debeauvais, Director, International Institute for Educational Planning, Paris for the Inter-agency Seminar on: "Organisation of Educational Reforms at the local level", held from November 27 to 30, 1979, at the I.I.E.P. In view of the uncommon interest evinced by the participants

of the Seminar in this subject, which has global implications and appreciation of many knowledgeable authorities and the positive encouragement of the Director of the Institute I undertook to revise extensively the earlier document. The present revised version of the study incorpororates the results of a further critical analysis of existing voluminous material and additional documentation which has since become available.

5. The completion of this study also partly fulfills my commitment to the Institute to undertake a study of "Educational Planning in India - Procedures and Processes of its Review" as it covers a very important aspect of non-formal sector of educational reform in India, namely Adult Education and Literacy. The other part of the study, as and when completed, will refer to formal sectors of educational reform and development in India.

6. This indepth study (1), which has emerged as an important piece of research, could be completed only because of author's stay at and close association with the IIEP, Paris, which provided all the necessary facilities required for this kind of work. The author would like to take this opportunity of expressing his sincere gratitude to the Director, Prof. Debeauvais for appreciating this pioneering effort, offering valuable guidance and suggestions.

7. I would be failing in my duty if I did not express my sincere gratitude to Mr. J. Hall, Publications Officer, for the kind support in bringing out this publication on time, to Mr. E. Hughes for drawing two excellent graphs in Section IX of the publication and to Miss P. Harvey and her competent staff in typing out the material so meticulously and bearing patiently with the demands which I made on their time and resources.

S.N. Saraf
31 July 1980

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(1) The opinions expressed in this study are those of the author and do not necessarily reflect the official views either of the Planning Commission, Government of India, where be holds the position of Educational Adviser or of the IIEP, where he is currently working as a Senior Consultant.

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SECTION I

LITERACY PROFILE : THE BASICS

1.01 Literacy Growth : 1901-71. In the first year of this century, India's population was 236 million. In 1971, it increased to 548 million. The distribution of the population in 1971 between different States, rural and urban areas, scheduled castes and schedule tribes etc. may be seen in Annex I. During the first 70 years of this century, the percentage of literacy for the total population, as a whole, has grown from 5.35 to 29.34 as shown in Table 1.1.

Table 1.1. Literacy rates by sex, 1901-71, All India combined rural-urban++

Serial No.	Census year	Total pop. (in mill.)	Percentage of literate population to total population	Percentage of literate males to total male population	Percentage of literate females to total female population
1.	2.	3.	4.	5.	6.
1.	1901*	236	5.35	9.83	0.69
2.	1911*	256	5.92	10.56	1.05
3.	1921*	251	7.16	12.21	1.81
4.	1931*	279	9.50	15.59	2.93
5.	1951@	356	16.07	24.02	8.01
6.	1961	445	24.12	34.44	12.95
7.	1971	548	29.34	39.45	18.69

* For undivided India

@ Excludes Jammu & Kashmir ++ Entire population

The figures show the dramatic rise in literacy since Independence keeping in view the low base.

1.02 Post-Independence developments. Table 1.2 gives a comparative picture of the numbers of literates and illiterates and the growth of literacy for the period 1951-71. The absolute number of illiterate males and females has increased in each of the two decades. The pace of rate of increase was much higher in the decade 1951-61 than in the decade 1961-71. The figures in Table 1.2 also indicate, paradoxically enough, the even more impressive rate at which the literate population has increased in each of the two decades; more than 76 per cent in 1961 on the 1951 base for males and almost 100 per cent in 1971 on the base for males and more than 78 per cent in 1971 on the 1961 base for females.

Table 1.2 Popu[illegible]on and proportion of population literate and illiterate, All [illegible]dia 1951-71

Ser. No.	Item	Sex	Absolute Figures in Million		
			1951	1961	1971
1	2	3	4	5	6
1.	Total illiterate	Males	139.71	148.35	172.00
		Females	158.70	185.36	214.74
		(Sub-total)	298.41	339.71	386.74
2.	Total literate	Males	44.15	77.94	112.05
		Females	13.82	27.58	49.37
		(Sub-total)	57.97	105.52	161.42
		GRAND TOTAL	356.38	445.23	548.16
3.	Illiteracy rate per 100 of population	Males	75.98	65.56	60.55
		Females	91.99	87.05	81.31
			83.33	75.98	70.66
4.	Literacy rate per 100 of population	Males	24.02	34.44	39.45
		Females	8.01	12.95	18.69
		All persons	16.07	24.12	29.34
				1951-61	1961-71
5.	Rate of decrease in illiteracy	Males		-13.71	- 7.64
		Females		- 5.37	- 6.59
6.	Rate of increase in literacy	Males		43.38	14.55
		Females		61.67	44.32

The above figures reveal many sad stories about the growth in the illiteracy and literacy of female and male population in India.

1.03 Annex II gives state-wise break-up of the literacy rates for males and females for the years 1951 and 1961 on the basis of earlier organisation of States and Union Territories in India. State-wise statistics, including those of literacy for the year 1951, are not in toto comparable with state-wise statistics for 1971 because of reorganisation of States and Union Territories which took place. In 1951, there were only 15 states and 11 Union Territories and during the subsequent two decades or so, because of reorganisation of States, upgrading some of the Union Territories to the status of State-hood, there are now 22 States, including Sikkim, and 9 Union Territories. However, on the basis of census of 1961, it was possible to work out comparative statistics for the year 1951 and this is given in Table 1.3 on the basis of Annex II.

Table 1.3 State-wise(1) Literacy rates in 1951 and 1961 and ranking of States

S.N.	State	1951 Literacy rate	Ranking	1961 Literacy rate	Ranking
1	2	3	4	5	6
1.	**Kerala**	40.7	1	36.8	1
2.	**West Bengal**	24.0	2	29.3	5
3.	Gujarat	23.1	3	30.5	3
4.	Tamil Nadu (Madras)	20.8	4	31.4	2
5.	Maharashtra	20.9	5	29.8	4
6.	Karnataka	19.3	6	25.4	7
7.	Assam	18.3	7	27.4	6
8.	Orissa	15.8	8	21.7	9
9.	Panjab	15.2	9	24.2	8
10.	Andhra Pradesh	13.1	10	21.2	10
11.	Bihar	12.2	11	18.4	11
12.	Uttar Pradesh	10.8	12	17.6	12
13.	Madhya Pradesh	9.8	13	17.1	14
14.	Rajasthan	8.9	14	15.2	15
15.	Himachal Pradesh	7.7	15	17.1	14
16.	Jammu and Kashmir	n.a.	-	11.0	16
	ALL INDIA	16.0		24.0	

(1) Statistics of Union Territories is not given.

During the 1951-61 decade, the literacy rate improved from 16.6 per cent to 24.0 for the country as whole. However, some States improved their position, while others lagged behind. West Bengal lost 3 ranks. The comparative ranking indicated in Table 1.3 indicates, that, at the cost of Rajasthan, West Bengal, Orissa, Karnataka and Madhya Pradesh, which lost their rankings, Tamil Nadu Maharashtra, Assam, Panjab and Himachal Pradesh gained in their rankings.

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1.04 Annexes III and IV indicate comparative literacy percentages for males and females for 1961 and 1971. Both these Annexes show literacy statistics for the total population.

1.05 A number of researchers seek to analyse literacy or illiteracy data, on the basis of various population parameters. This depends on the objective(s) of the studies. Some work out illiteracy rates for the entire population, while others like to exclude population in the age-group 0-4 or the age-group 0-14. Lately the planners have been looking for the most homogeneous and highly motivated group on whom literacy campaigns have to be concentrated. This is the age-group 15-35. Table 1.4 has attempted to indicate the illiteracy ratios for these four groups for the years 1961 and 1971.

Table 1.4 Comparative study of illiteracy ratios for different population age-groups 1961 and 1971 - All India (in percentages)

		1961					1971				
		Total	Male	Fem.	Urb.	Rur.	Total	Male	Fem.	Urb.	Rur.
1	2	3	4	5	6	7	8	9	10	11	12
1.	Total population	76.0	65.6	87.1	50.1	80.2	70.7	60.6	81.3	47.6	76.3
2.	Pop. excluding 0-4	71.7	59.6	84.7	45.6	77.5	65.6	54.1	78.0	39.8	72.1
3.	Pop. aged 15 and above	72.2	58.6	86.9	45.3	78.4	65.9	52.3	80.6	39.6	72.9
4.	Age-group 15-35	67.6	53.2	82.5	34.3	74.6	58.0	43.3	73.2	31.4	65.8

Illiteracy ratio for the total population is a general index and a social indicator; but for planning purposes it does not have much significance. Naturally, here we find the illiteracy ratios higher both for 1961 and 1971 when compared to other age-groups. Likewise, the illiteracy rate of the population in the age-group 15-35 is lowest when compared to other age-groups. The real age-groups for universal literacy of children, youths and adults are aged 4 and above and aged 14 and above. The illiteracy ratios for the two groups are closest with very slight differences among males and females. Of course, in terms of absolute numbers, the figures are very different which will be observed in subsequent paragraphs of this section.

1.06 Illiteracy in the population excluding 0-4 age-group: The total population in India, excluding 0-4 age group, increased from 373 million (195 million males and 178 million females) in 1961 to 469 million (244 million males and 225 million females) in 1971. Distribution of illiterates between males and females and urban and rural areas is given in Table 1.5.

Table 1.5 Illiteracy position of the population excluding 0-4 age group sex-wise and areas-wise in 1961 and 1971 (Absolute figures in millions)

Year	Area	No. of illiterates Persons	 Male	 Female
1	2	3	4	5
1961	Total	267.32 (71.70)	115.02 (59.61)	152.30 (84.67)
	Urban	31.04 (45.57)	12.68 (34.02)	18.36 (59.54)
	Rural	236.28 (77.54)	102.34 (65.74)	133.94 (89.87)
1971	Total	307.19 (65.55)	131.81 (54.05)	175.38 (78.03)
	Urban	37.79 (39.78)	15.55 (30.17)	22.24 (51.16)
	Rural	269.40 (72.11)	116.26 (60.45)	153.14 (84.48)

(Figures in parentheses indicate percentage to the corresponding population.)

During the decade, the number of illiterates increased from 267 million to 307 million; the number of male illiterates increased by 16.79 million but of female illiterates increased by 23.08 million. The bulk of increase in the illiterates was in rural areas and among women.

1.07 Illiteracy in the population excluding 0-14 age-group: The total population in India, excluding 0-14 age-group, increased from 259 million (134 million males and 125 million females) in 1961, to 318 million (165 million males and 152 million females) in 1971. During this period, the number of illiterates increased from 187 million to 210 million. Table 1.6 indicates the figures for males and females separately and among urban and rural areas.

In all cases, the percentages of illiteracy has decreased but the number of illiterates in absolute figures, has increased. The number of male illiterates increased by 8 millions while those of female illiterates increased by over 14 millions. Out of the total addition of over 22 million illiterates, 18 millions was the increase in rural areas. What is depressing to note is that of the total illiterate population of about 210 million in the country, about 183 million (or 88 per cent) were in rural areas. The lower compound annual growth rate of 4.1 in rural areas as compared to 4.3 in urban areas indicates signs of growing disparity.

Table 1.6 Illiteracy position of the population excluding 0-14 age-group sex-wise and area-wise - 1961 and 1971 (Absolute figures in millions)

		No. of illiterates		
Year	Area	Persons	Male	Female
1	2	3	4	5
1961	Total	187.00 (72.24)	78.23 (58.55)	108.77 (86.85)
	Urban	21.83 (45.34)	8.45 (31.47)	13.39 (62.79)
	Rural	165.17 (78.39)	69.78 (65.36)	95.38 (91.78)
1971	Total	209.51 (65.92)	86.38 (52.31)	123.13 (80.64)
	Urban	26.37 (39.64)	10.12 (27.58)	16.25 (54.46)
	Rural	183.14 (72.88)	76.26 (59.37)	106.88 (87.01)

(Figures in parentheses indicate percentage to the corresponding population).

1.08 Illiteracy 1976 : age groups 15+ : The total population in 1976 was 365 million. It has been estimated that the number of illiterate adults in the age 15+ was around 226 million or 62 per cent of the population ; according to current trends, 202 million may be in rural areas and more than 120 million may be women.

1.09 State disparities - 1961-1971. The overall literacy rate for the entire population in India increased from 24 in 1961 to 29.5 in 1971. The state-wise position of the literacy rate of different states and their ranking is given in Table 1.7.

It would seem that during the decade, while Panjab and Himachel have improved their positions, Bihar, Andhra Pradesh, Orissa, U.P. and Assam have come down in their rankings, materially. In the case of other states, there have been extremely minor movements indicating hardly any effort at improvement.

1.10 When we compare the literacy rates for the population excluding the age-group 0-4, during the 1961-71 decade, the State-wise position, which emerges is given in Table 1.8

Table 1.7 **Literacy rates - Total population - State-wise and ranking**

S.N.	States	1961 Literacy rate	 Ranking	1971 Literacy rate	 Ranking
1	2	3	4	5	6
1.	Kerala	46.8	1	60.4	1
2.	Tamil Nadu	31.4	2	39.5	2
3.	Gujarat	30.5	3	35.8	4
4.	Maharashtra	29.8	4	39.2	3
5.	West Bengal	29.3	5	33.2	6
6.	Assam	27.4	6	28.7	9
7.	Karnataka	25.3	7	31.5	8
8.	Panjab	24.2	8	33.7	5
9.	Orissa	21.7	9	26.2	11
10.	Andhra Pradesh	21.2	10	24.6	12
11.	Bihar	18.4	11	19.9	15
12.	Uttar Pradesh	17.6	12	21.7	14
13.	Madhya Pradesh	17.1	14	22.1	13
14.	Himachal Pradesh	17.1	14	32.0	7
15.	Rajasthan	15.2	15	19.1	16
16.	Jammu and Kashmir	11.0	16	18.6	17
17.	Haryana(1)			26.9	10
	ALL INDIA	24.0		29.5	

(1) Included in Panjab

Table 1.8. Literacy rate - total population excluding age-group 0-4, State-wise and ranking

S.N.	States	1961 Literacy rate	1961 Ranking	1971 Literacy rate	1971 Ranking
1	2	3	4	5	6
1.	Kerala	55.08	1	69.75	1
2.	Tamil Nadu	36.38	2	45.40	3
3.	Gujarat	36.19	3	41.84	4
4.	Maharashtra	35.08	4	45.77	2
5.	West Bengal	34.46	5	38.86	5
6.	Assam	32.98	6	33.94	9
7.	Karnataka	29.80	7	36.83	8
8.	Panjab	28.77	8	38.69	6
9.	Orissa	25.24	9	30.53	11
10.	Andhar Pradesh	24.62	10	28.52	12
11.	Bihar	21.75	11	23.35	15
12.	Uttar Pradesh	20.73	12	25.44	14
13.	Madhya Pradesh	20.48	13	26.37	13
14.	Himachal Pradesh	19.95	14	37.30	7
15.	Rajasthan	18.12	15	22.57	16
16.	Jammu and Kashmir	12.95	16	21.71	17
17.	Haryana(1)			31.91	10
	ALL INDIA	28.30		34.45	

(1) Included in Panjab

Here also the earlier story is almost repeated. In addition to Panjab and Himachal Pradesh, Maharashtra improves its position markedly. Further it may be noted that Bihar, Andhra Pradesh, Orissa, UP, Assem and Karnataka lose their position. Others have stagnated at their positions.

1.11 When we take into consideration the literacy rates for the population excluding 0-14, the State-wise position which emerges is given in Table 1.9

Table 1.9 Literacy rate - Total population excluding age group 0-14 State-wise and ranking

		1961		1971	
S.N. 1	States 2	Literacy rate 3	Ranking 4	Literacy rate 5	Ranking 6
1.	Kerala	56.82	1	69.15	1
2.	West Bengal	36.83	2	40.51	5
3.	Gujarat	35.11	3	42.00	4
4.	Tamil Nadu	34.48	4	42.94	3
5.	Maharashtra	34.27	5	44.95	2
6.	Assam	32.12	6	35.51	7
7.	Karnataka	29.15	7	35.92	6
8.	Panjab	27.21	8	35.22	8
9.	Orissa	24.80	9	31.04	10
10.	Andhar Pradesh	23.84	10	28.26	12
11.	Bihar	20.91	11	23.51	15
12.	Uttar Pradesh	20.35	12	24.49	14
13.	Madhya Pradesh	19.57	13	26.61	13
14.	Himachal Pradesh	17.13	15	32.27	9
15.	Rajasthan	17.14	14	21.98	16
16.	Jammu and Kashmir	12.83	16	21.15	17
17.	Haryana(1)	-		29.74	11
	ALL INDIA	27.76		34.08	

(1) Included in Panjab

On the basis of this criteria, it will be observed that Marharashtra, Tamil Nadu and to some extent Madhya Pradesh join the group of states which have improved their position. Himachal Pradesh improved its lead by 6 ranks. This indicates that during the decade, among other things, literacy programmes for adults above the age-group 15 onwards were taken up in these states which had some impact on the improvement of literacy rate. West Bengal loses badly by 3 ranks and Rajasthan also to some extent and both join the group of states which have not improved their position. Gujarat also suffers a loss of one rank.

1.12 Summing up: The evidence is clear that Bihar, Andhra Pradesh, Orissa, Uttar Pradesh and Assam have definitely lost their ranks during the decade; those which have gained in ranks are Panjab, Himachal Pradesh, Tamil Nadu and Maharashtra. To some extent, Gujarat, Karnataka and West Bengal have also lost their ranks. Madhya Pradesh, Rajasthan and Jammu and Kashimir have remained stagnant. Haryana is a new entrant. Kerala has remained the topper.

1.13 Index of Growth : There is another simple way of looking at the comparative achievements of the states by observing the differences in the literacy percentages during the period 1961-1971. This has been done by substracting the literacy ratios of 1961 from 1971. This information is indicated in Table 1.10 for three groups of population.

Table 1.10 Differences in literacy ratios between 1961 and 1971

S.N. 1	States 2	Population excluding age-group 0-4 3	Population excluding age-group 0-14 4	Total population 5
1.	Kerala	+ 14.67	+12.33	+14.4
2.	Tamil Nadu	+ 9.02	+ 8.56	+ 9.5
3.	Gujarat	+ 5.65*	+ 6.85	+ 5.8
4.	Maharashtra	+ 10.69	+10.67	+ 9.2
5.	West Bengal	+ 4.40*	+ 3.68*	+ 4.2*
6.	Assam	+ 0.96*	+ 3.39*	+ 2.7*
7.	Karnataka	+ 7.03	+ 6.77	+ 6.5
8.	Panjab	+ 9.92	+ 8.01	+ 9.7
9.	Orissa	+ 5.29*	+ 6.24*	+ 4.2*
10.	Andhra Pradesh	+ 3.90*	+ 4.42*	+ 3.6*
11.	Bihar	+ 1.60*	+ 2.60*	+ 1.9*
12.	Uttar Pradesh	+ 4.71*	+ 4.14*	+ 4.7*
13.	Madhya Pradesh	+ 5.89*	+ 7.04	+ 5.1*
14.	Himachal Pradesh	+ 17.35	+ 15.14	+17.0
15.	Rajasthan	+ 4.45*	+ 4.84*	+ 4.1*
16.	Jammu and Kashmir	+ 8.76	+ 8.32	+ 7.6
17.	Haryana(1)	-	-	-
	ALL INDIA	+ 6.15	+ 6.32	+ 5.5

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*States which are below the national increase in literacy percentage during the decade.

The table indicates that for the three kinds of population parametres, seven states of West Bengal, Assam, Orissa, Andhra Pradesh, Bihar, Uttar Pradesh and Rajasthan have not increased their literacy percentage over the national average during the decade. Madhya Pradesh fails on account of two parametres and Gujarat on account of one. The other states have done well. It may also be stated that in the case of all states there has been positive gain during the decade.

1.14. Comparative study of literacy efforts :

A more sensitive index of assessing the result of efforts by the states in improving their literacy rate over the decade would be to calculate percentage increase in literacy ratios over the two points of time, in this case 1961 and 1971. The data in Table 1.10 was treated in this manner and the figures are shown in Table 1.11.

Table 1.11 Percentage increase in literacy rates 1961 to 1971

S.N.	States	Total Population	Population excluding 0-4	Population excluding 0-14
1	2	3	4	5
1.	Kerala	30.43	26.63	21.70*
2.	Tamil Nadu	30.00	24.79	24.90
3.	Gujarat	20.00*	15.61*	19.49*
4.	Maharashtra	30.00	30.47	31.14
5.	West Bengal	13.79*	12.77*	9.99*
6.	Assam	11.53*	2.91*	10.55*
7.	Karnataka	28.00	23.59	23.22
8.	Panjab	37.50	34.48	29.44
9.	Orissa	18.18*	20.96*	25.16*
10.	Andhra Pradesh	19.05*	15.84*	18.54*
11.	Bihar	11.11*	7.36*	12.43*
12.	Uttar Pradesh	29.41	22.72	20.34*
13.	Madhya Pradesh	29.41	28.76	35.97
14.	Himachal Pradesh	106.67	86.97	88.38
15.	Rajasthan	26.66	24.56	28.23
16.	Jammu and Kashmir	63.64	67.64	64.84
17.	Haryana(1)	-		
	ALL INDIA	20.83	21.73	22.77

* States below national average percentage increase.

As stated earlier, all the states have positive achievements to their credit - the degree of achievement has, of course, varied. From this table it is observed that the states which are below national average have not put in the requisite efforts commensurate with the tasks involved. If this trend continues, the literacy profile in respect of these states may be depressing.

1.15 Literacy in the age-group 15-35 : 1961-71 : However, the most productive and sensitive age-group which requires immediate attention from the point of view of planning and implementation for adult education, is that of 15-35. This group is also highly motivated and the bulk of them represent the youth of the country. The literacy position of the population in this age-group, by sex and urban and rural areas, in 1961 and 1971 for the country, as a whole, is given in Table 1.12. The state-wise figures are given in Annex V.

Table 1.12 Literacy position - age-group 15-35 : sex-wise and urban-rural 1961-1971 (Absolute figures in millions)

		No. of illiterates			No. of literates		
Year	Area	Persons	Male	Female	Persons	Male	Female
1	2	3	4	5	6	7	8
1961	Total	95.07 (67.60)	37.92 (53.17)	57.15 (82.45)	45.57 (32.40)	33.40 (46.83)	12.17 (17.55)
	Urban	10.96 (39.28)	4.15 (26.98)	6.81 (54.41)	16.95 (60.72)	11.24 (73.02)	5.71 (45.59)
	Rural	84.11 (74.61)	33.77 (60.37)	50.34 (88.63)	28.62 (25.39)	22.16 (39.63)	6.46 (11.37)
1971	Total	97.14 (57.97)	36.99 (43.29)	60.15 (73.24)	70.44 (42.03)	48.46 (56.71)	21.97 (26.76)
	Urban	11.93 (31.40)	4.45 (21.47)	7.48 (43.33)	26.05 (68.60)	16.27 (78.53)	9.78 (56.67)
	Rural	85.21 (65.75)	32.54 (50.27)	52.67 (81.20)	44.39 (34.25)	32.19 (49.73)	12.19 (18.80)

(Figures in parenthesis indicate percentages).

(a) Table 1.12 indicates that the percentage of literacy increased from 32.4 in 1961 to 42.03 in 1971. The number of literate persons increased from 45.6 million to 70.4 million, giving an annual compound growth rate of 4.45 per cent. Increase in the number of illiterate persons, in this age-group, was only 2 million, an annual growth rate of 0.2 per cent.

(b) The percentage of literacy among males increased from 47 in 1961 to 57 in 1971 and among females from 18 per cent in 1961 to 27 per cent in 1971, annual growth rate among males and females being 3.8 per cent and 6.1 per cent respectively.

(c) The literacy percentage in urban areas increased from 61 per cent in 1961 to 69 per cent in 1971, the growth rate being 4.4 per cent. In rural areas, the percentage literacy increased from 25.4 in 1961 to 34.3 in 1971, the growth rate being 4.5 per cent. The lowest rate of literacy is among the rural females, being only 11.4 per cent in 1961, which has moved to only 18.8 per cent in 1971, the annual compound growth rate in this group being 6.6. per cent.

(d) The percentage increases in the literacy rates over the 10 year period would, however, be misleading if it is noted that, during this period the number of illiterates in this age-group increased by 2.07 million; 0.96 million in urban areas and 1.11 million in rural areas. In the same period quite expectedly, the number of male illiterates decreased by 0.92 million but of female illiterates increased by 2.07 million. There is nothing unusual in this disturbing pattern.

1.16 Literacy status - state-wise 1976 - age group 15-35

The Directorate of Adult Education, in their highly informative publication(1), have given useful data about literacy in the country and in different States and different districts. An attempt has also been made to estimate total population, number of literates and illiterates in the age-group 15-35 in 1976. A copy of the statement may be seen in Annex VI.

1.17 At this stage, it may be interesting to pause and see how the States have fared during 1971-76 in terms of increases in literacy percentages and in their comparative ranks. This information is given in Table 1.13.

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(1) Literacy Statistics at a Glance - Directorate of Adult Education, Ministry of Education and Social Welfare, Government of India, New Delhi. May 1979.

Table 1.13. Literacy percentage in the age-group 15-35, 1971-76 and State-wise ranking

		1961		1971	
S.N.	States	Literacy rate	Ranking	Literacy rate	Ranking
1	2	3	4	5	6
1.	Kerala	80.5	1	85.8	1
2.	Maharashtra	56.1	2	64.8	2
3.	Tamil Nadu	51.5	3	56.2	3
4.	Gujarat	50.1	4	54.2	5
5.	Panjab	47.7	5	55.6	4
6.	West Bengal	47.2	6	52.7	7
7.	Himachal Pradesh	45.2	7	53.8	6
8.	Karnataka	43.2	8	49.8	8
9.	Assam	42.3	9	43.1	10
10.	Haryana	39.9	10	47.2	9
11.	Orissa	37.3	11	38.1	11
12.	Andhra Pradesh	34.7	12	35.5	13
13.	Madhya Pradesh	34.0	13	35.9	12
14.	Uttar Pradesh	31.6	14	36.0	14
15.	Bihar	29.0	15	30.6	16
16.	Jammu and Kashmir	28.8	16	30.2	17
17.	Rajasthan	27.8	17	31.8	15
	ALL INDIA	42.0		46.5	

(1) Included in Panjab

The first three rankings of Kerala, Maharashtra and Tamil Nadu remained unchanged. Gujarat and Panjab change their positions, Panjab gaining and Gujarat losing - same applies to West Bengal and Himachal Pradesh, West Bengal losing. Assam and Haryana changing their position, the latter at the cost of the former. Madhya Pradesh gains at the cost of Andhra Pradesh. Rajasthan improves and Bihar and Jammu and Kashimir lose. The inter-relationships are very high and the advanced states maintain their positions.

1.18 From Annex VI it was observed that total population in the age-group 15-35 in 1976 was 200 million, the number of literates was 93 million (46.5 per cent) and of illiterates 107 million (53.5 per cent). The State-wise figures have been further analysed in Table 1.14.

Table 1.14 Estimated population, number of illiterates age-group 15-35-1976 (absolute figures in 000's)

S.N.	States	Population	Percentage to total	Number of illiterates	Percentage to total	Percentage of Illiteracy
1	2	3	4	5	6	7
1	Andhra Pradesh	16,213	8.10	10,462	9.77	64.5
2	Assam	5,557	2.78	3,161	2.95	56.9
3	Bihar	20,189	10.08	14,013	13.08	69.4
4	Jammu and Kashmir	1, 862	0.93	1,299	1.21	69.8
5	Madhya Pradesh	14,932	7.46	9,572	8.94	64.1
6	Orissa	8,266	4.13	5,120	4.78	61.9
7	Rajasthan	9,496	4.75	6,480	6.05	62.2
8	Uttar Pradesh	30,905	15.44	19,779	18.46	64.0
A.	TOTAL	107,420	53.67	69,885	65.24	65.1
9	Gujarat	10,170	5.08	4,663	4.35	45.8
10	Haryana	3,777	1.89	1,995	1.86	52.8
11	Himachal Pradesh	1,278	0.64	590	0.55	46.2
12	Karnataka	10,741	5.37	5,392	5.03	50.2
13	Kerala	8,356	4.18	1,183	1.10	14.2
14	Maharashtra	18,364	9.18	6,455	6.03	35.2
15	Panjab	5,248	2.62	2,331	2.18	44.6
16	Tamil Nadu	14,907	7.45	6,532	6.10	43.8
17	West Bengal	16,423	8.21	7,767	7.25	47.3
B.	TOTAL	89,264	44.62	36,908	34.45	41.35
18	Other states	1,673	0.83	685	0.64	40.94
19	D. Union Territories	3,100	1.55	971	0.91	31.32
20	Grand Total	200,124x	100.0	107,118x	100.00	53.5

x There is a marginal difference between state-wise totals and the all India estimates.

2.

Table 1.14 indicates the following:

(1) Out of 22 states, as shown in Annex VI, 17 states were large-sized having a population of about 197 million (98.5 per cent) out of the total all India population of 200 million. In view of this, it was felt necessary to analyse the literacy data only in regard to 17 states. The other states and Union Territories did not present any major problem.

(2) Eight states of Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh had illiteracy percentage above the all India average of 53.5 (column 7).

(3) The population of these eight states, in the age-group 15-35 formed about 54 per cent of the all India population. The percentage of illiterates in these states to the total all India illiterate population, was 65. The other nine states had only 34 per cent illiterates. The major contribution to the illiterate population in the eight states was that of U.P., Bihar, Andhra Pradesh, Madhya Pradesh and Rajasthan (in that order).

(4) Among the nine comparatively advanced states, the position as indicated below, emerges :

(a) Illiteracy below 50 % = Kerala

(b) Illiteracy between 41-50 % = Gujarat, Majarashtra, Panjab, Tamil Nadu, West Bengal and Himachal Pradesh

(c) Illiteracy between 51-54 = Haryana and Karnataka

The third category of states need closer attention, but there is a need to keep a watch on the second category of states especially West Bengal and Haryana which are among the category of states having below all India average enrolment ratios as indicated in the subsequent Table 1.16

1.19 Age-Group Composition : It would be worthwhile to have a look at the age-group wise composition of the literates and illiterates in 1961 and 1971. This comparative position is shown in Table 1.15

Table 1.15 Age-group wise composition of literates and illiterates in 1961-1971 (excluding 0-4 age group) (Absolute figures in millions) 1961 and 1971

S.N.	Age group	1961			1971			1961-1971 (Differences)		
		Literates	Illiterates	Total	Literates	Illiterates	Total	Literates	Illiterates	Total
1	2	3	4	5	6	7	8	9	10	11
1	5-9	12.8 (12.13)	51.8 (19.38)	64.6 (17.33)	19.0 (11.77)	63.0 (20.51)	82.0 (17.50)	6.2	11.2	17.4
2	10-14	20.8 (19.72)	28.5 (10.66)	49.3 (13.22)	34.1 (21.13)	34.6 (11.26)	68.7 (14.66)	13.3	6.1	19.4
3	15-24	26.3 (24.93)	46.9 (17.55)	73.2 (19.64)	43.7 (27.08)	46.9 (15.26)	90.6 (19.33)	17.4	-	17.4
4	25-34	19.2 (18.20)	48.2 (18.03)	67.4 (18.08)	26.8 (16.60)	50.2 (16.34)	77.0 (16.43)	7.6	2.0	9.6
5	35 +	26.2 (24.83)	91.3 (34.34)	118.0 (31.65)	37.8 (23.42)	112.3 (36.56)	150.1 (32.03)	11.6	20.5	32.1
6	Age noted stated	0.2 (0.19)	0.1 (0.04)	0.3 (0.08)	0.0	0.2 (0.07)	0.2 (0.04)	- 0.2	0.1	-0.1
Total		105.5 (100)	267.3 (100)	372.8 (100)	161.4 (100)	307.2 (100)	468.6 (100)	55.9	39.9	95.8

(Figures within paranthesis indicate percentages to total)

During the decade, the population has grown by 95.8 million (column 11); the number of illiterates has also grown by about 40 million (column 10). The formal education system, on which every year, millions of rupees are invested has been able to add about 56 million literates. It is clear from the figures that the impact of the programme of enrolling more children in elementary schools up to the age of 14, taken up during the decade, is being felt slowly; the percentage of literates in the age-group 10-24 increased from 44.65 in 1961 to 48.21 in 1971. An addition of 11.2 million illiterates in the age-group 5-9 during the decade indicates low retention capacity of primary schooling. On the other hand there are lesser chances for students to drop-out once they pass Class V. This is somewhat indicated by a lower number of illiterates in the age-group 10-14. If the drop-out rate had diminished - of which there was no evidence then or even now - the proportion of literates in the age-group 10-24 would have been much higher. In the age-group 15-24 there was no addition in the number of illiterates - in fact there was a net addition of over 17 million literates. If the holding power of elementary schools (primary and middle schools) increases during the decennial 1971-81, the position may improve somewhat but the number of illiterates, because of increase in population, may not decrease at all - it may even increase. Further, for clearing the backlog of the illiterates, only a major thrust of literacy programmes including non-formal education for the drop-outs would be the answer.

1.20. Schooling Facilities - Age-group 6-14 : It may be interesting to have a look at the state-wise provision of schooling facilities at the elementary stage of education which, in India, covers the age-group 6-14. Elementary education in India comprises two stages, primary of classes I-V for children in the age-group 6-11 and middle for classes VI-VIII for children in the age-group 11-14. Table 1.16 indicates the State-wise enrolment ratios of children in the age-group 6-14 to the enrolment classes I-VIII (roughly conforming to the Constitutional Directive of Universal Primary Education) and also the number of non-attending children in 1978-79 which is the latest available information. Table 1.16 reveals the following position :

(a) As far as enrolment ratios at the elementary stage are concerned, 10 out of 17 major states are below the all-India average.

(b) The 10 states have 37 million non-enrolled children and the other 7 states have 7 million non-enrolled children forming 84 per cent and 15 per cent respectively of the total non-enrolled children. The component of other smaller States and Union Territories is insignificant.

(c) Further, while in the case of 10 States, the non-enrolled children formed 44 per cent of the total population in the age-group 6-14, in the case of other 7 States, the non-enrolled children formed 16 per cent of the total population in the age group 6-14.

1.21 Relationship between Literacy and elementary schooling : A comparison between Tables 1.13 and 1.16 can best be judget by arranging the States, according to rank order both for literacy ratios for the age-group 15-35 and enrolment ratios for the age-group 6-;4. Three categories of States emerge. The figures have been given in Table 1.17.

The following trend is clear :

(a) The first category is of six States which have the highest literacy and enrolment ratios. These are Kerala, Maharashtra, Tamil Nadu, Panjab, Gujarat and Himachal Pradesh. In the case of these states, the inter-relationship between literacy and enrilment ratios is very high.

(b) The second category is of three States, namely Haryana, Karnataka, West Bengal, which more or less form a homogeneous group and the middle category of States.

(c) The third category is of eight States, namely Assam, Orissa, Rajasthan, Uttar Pradesh, Madhya Pradesh, Andhra Pradesh, Bihar and Jammu and Kashmir. These eight States have lowest literacy rates, and also the lowest enrolment ratios. However, the ranking of Rajasthan in literacy rates and of Jammu and Kashmir in enrolment ratios are materially different.

(d) The conclusion is irresistable. The maps of illiteracy and under-provision of elementary school facilities overlap. The eight States in third category shown in Table 1.17 deserve all special attention. These States have the largest proportion of non-enrolled children in the age-group 6-14 and also of illiterates in the age-group 15-35 as shown in Table 1.18.

able 1.16. Population in the age-group 6-14, enrolment in classes I-VIII - Enrolment ratios and non-attending children - 1978/79 (1)

(Absolute figures in million)

o.	States	Population in the age-group 6-14	Enrolment in classes I-VIII	Enrolment (2) ratios	Number of non-enrolled children	Non-enrolled children as percentage to total non-enrolled
	2	3	4	5	6	7
.	Rajasthan	6.82	3.23	47.33	3.59	8.03
.	Madhya Pradesh	11.09	5.59	50.42	5.50	12.30
.	Bihar	13.21	7.30	55.53	5.91	13.22
.	Uttar Pradesh	20.75	11.65	56.16	9.10	20.35
.	Jammu & Kashmir	1.10	0.62	56.57	0.48	1.07
.	Andhra Pradesh	10.16	5.97	58.74	4.19	9.37
.	Assam	4.03	2.39	59.42	1.64	3.67
.	Orissa	5.05	3.11	61.58	1.94	4.34
.	Haryana	2.60	1.61	61.91	0.99	2.21
0.	West Bengal	11.09	6.97	62.90	4.12	9.21
	TOTAL	85.90	48.44	56.39	37.46	83.78
1.	Karnataka	7.04	5.07	72.10	1.97	4.41
2.	Gujarat	6.34	4.94	77.91	1.40	3.13
3.	Maharashtra	11.80	9.82	83.24	1.98	4.43
4.	Himachal Pradesh	0.77	0.66	85.39	0.11	0.25
5.	Tamil Nadu	8.88	7.82	88.16	1.06	2.37
6.	Punjab	3.00	2.72	90.47	0.28	0.63
7.	Kerala	4.87	4.75	97.63	0.12	0.27
	TOTAL	42.70	35.78	83.79	6.92	15.48
8.	OTHER STATES + UNION TERRITORIES	2.74	2.41	87.96	0.33	0.74
9.	GRAND TOTAL	131.34	86.63	65.96	44.71	100.00

1) Source: Fourth Educational Survey, 1980.

2) The formule used is: $\frac{\text{Enrolment in Classes I-VIII}}{\text{Population in the age-group 6-14}} \times 100$

Table 1.17. Rank order of the major 17 States according to Literacy and enrolment ratios

No.	States	1976 Literacy ratio (Age-group 15-35)	1978/79 Enrolment ratio (Age-group 6-14
1	2	3	4
1.	Kerala	1	1
2.	Maharashtra	2	5
3.	Tamil Nadu	3	3
4.	Punjab	4	2
5.	Gujarat	5	6
6.	Himachal Pradesh	6	4
7.	West Bengal	7	8
8.	Karnataka	8	7
9.	Haryana	9	9
10.	Assam	10	11
11.	Orissa	11	10
12.	Rajasthan	12	17
13.	Uttar Pradesh	13	14
14.	Madhya Pradesh	14	16
15.	Andhra Pradesh	15	12
16.	Bihar	16	15
17.	Jammu & Kashmir	17	13

Table 1.18. Number of non-enrolled children and illiterate adults in educally educationally backward States

(Absolute figures in million)

		1978-79	1976
No.	States	Non-enrolled children age-group 6-14	Illiterate adults age-group 15-35
1	2	3	4
1.	Rajasthan	3.59	6.48
2.	Uttar Pradesh	9.10	19.78
3.	Madhya Pradesh	5.50	9.57
4.	Andhra Pradesh	4.19	10.46
5.	Bihar	5.91	14.01
6.	Jammu & Kashmir	0.48	1.30
7.	Orissa	1.94	5.12
8.	Assam	1.64	3.16
	TOTAL	32.35 (1)	69.88 (2)

(1) 32.35 million is 72.36 per cent of 44.71 million non-enrolled children in 1978-79

(2) 69.88 million is 59.67 per cent of 117.12 million illiterates in 1976.

While 32.35 million children from 72.36 per cent of 44.71 million non-attending children, 69.88 million illiterate adults form 60 per cent of 107 million illiterate adults.

Literacy among scheduled castes and scheduled tribes

1.22 The previous analysis has indicated that illiteracy is overwhelming in the rural areas and it is predominant among women irrespective of the areas where they live. This is true whether for the entire population, or for the population excluding the age-groups 0-4, 0-14 or for the population in the age-group 15-35. It has also been observed that eight states in the country have the bulk of illiterates and also a majority of children in the age-group 6-14 are not enrolled in elementary schools. Another important dimension of the problem, to be noted, is, that of the total illiterate population of 387 million in 1971, 102 million belonged to scheduled castes(1) and scheduled tribes. This is shown in Table 1.19.

The figures indicate that the population of scheduled castes and scheduled tribes rose from 94.29 million in 1961 to 118.02(2) million in 1971; during this period their percentage to total population increased from 21.3 to 21.6. The number of illiterates, among these, increased from 85.13 million in 1961 to 101.99 million in 1971.

1.23 The depressed classes and areas: The scenario is depressing. In 1971 out of the illiterate population of 384 millions, 291 million (26 per cent) were in rural areas; the number of illiterate women were 215 million (56 per cent); the number of illiterate scheduled caste and scheduled tribes men and women was 102 million (26 per cent). It is no wonder that these classes have not been able to take full advantage of opportunities for growth available under various developmental plans.

1.24 An analysis of the data available indicates (Annex I.1) that the bulk of the scheduled caste and scheduled tribes population is in the eight educationally backward States. This is clear from Table 1.20.

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(1) They are socially underprivileged classes in India and form about 22 per cent of the total population. The Indian Constitution prescribes protecion and safeguards for these classes, either specially or by way of general rights of citizens, with the object of promoting their educational and economic interests and of removing social disabilities to which they are subjected to. Almost all the States and Union Territories, excepting Nagaland, Andaman and Nicobar Islands and Lakshadweep have scheduled castes; scheduled tribes do not exist in Haryana, Jammu and Kashmir, Panjab Sikkim, Chandigarh, Delhi and Pondicherry.

(2) Subsequent to the Scheduled castes and scheduled tribes (Amendment) Act, 1976, the population of these communities has been revised for the 1971 Census by the Office of the Registrar-General, India as 123.6 million 82.4 million scheduled castes and 41.2 million scheduled tribes).

Table 1.19. Illiteracy among scheduled castes and scheduled tribes (all age-group) - 1961-1971

(Absolute figures in million)

No.	Items	Population			Illiterates			Percentage of illiterates		
		Men	Women	Total	Men	Women	Total	Men	Women	Total
1	2	3	4	5	6	7	8	9	10	11
1.	1961 Census									
	(a) Scheduled Castes	32.91	31.50	64.41	27.33	30.47	57.80	83.1	96.7	89.7
	(b) Scheduled Tribes	15.04	14.84	29.88	12.96	14.37	27.33	86.2	96.8	91.5
	(c) TOTAL	47.95	46.34	94.29	40.29	44.84	85.13	84.0	95.8	90.3
2.	1971 Census									
	(a) Scheduled Castes	41.34	38.66	80.00	32.10	36.17	68.27	77.6	93.6	85.3
	(b) Scheduled Tribes	19.18	18.83	38.01	17.92	15.80	33.72	82.4	95.1	88.7
	(c) TOTAL	60.52	57.49	118.01 (1)	50.02	51.97	101.99	82.7	90.40	86.00

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(1) Subsequent to the Scheduled Castes and Scheduled Tribes (Amendment) Act, 1976, the population of these communities has been revised for the 1971 Census by the Office of the Registrar-General, India as 123.6 million (32.4 million scheduled castes and 41.2 million scheduled tribes).

Table 1.20. Scheduled Caste and scheduled Tribe population in 8 educationally backward States - 1971
(Absolute figures in millions)

No.	States	Scheduled Castes	Scheduled Tribes	Total
1	2	3	4	5
1.	Andhra Pradesh	5.78	1.66	7.44
2.	Assam	0.91	1.61	2.52
3.	Bihar	7.95	4.93	12.88
4.	Jammu & Kashmir	0.38	-	0.38
5.	Madhya Pradesh	5.45	8.39	13.84
6.	Orissa	3.31	5.07	8.38
7.	Rajasthan	4.08	3.13	7.21
8.	Uttar Pradesh	18.55	0.20	18.75
(A)	TOTAL 8 STATES	46.41	24.99	71.40
(B)	ALL INDIA	80.00	38.02	118.02
(A)	as percentage age of (B)	58.01	65.73	60.50

About 61 per cent of the scheduled castes and scheduled tribes population is concentrated in eight states ; scheduled tribes are about 66 per cent and scheduled castes about 58 per cent.

1.25 District-wise literacy profile. A district(1) in India is the principal unit of administration and represents a critical level for planning and administration of various developmental programmes. In this sense, for micro-planning purposes, district-level data in literacy is always useful for an adult education planner for developing a concentrated strategy of development. According to data available, the distribution of 360 districts in 1971, in different literacy slabs for two age-groups (a) age-group 5 + and (b) age-group 15-35 has been computed and is presented in Table 1.21.

It is assumed that districts where the percentage of literacy is above 40, will not require much special attention. They will have reached the "take-off" stage. The critical situation will be presented in the districts where the literacy percentage is below 40. From column 3 of Table 1.21 it will be observed that 277 districts i.e. 77 per cent, taking into consideration population in the age 15+, had literacy percentage below 40. From column 4 of the same table, which relates to a more compact population i.e. age-group 15-35, as many as 203 districts, or more than 56 per cent of the total number of districts, had literacy percentage below 40. These 203 districts will have to claim highest priority in a massive programme of literacy.

1.26 The state-wise frequency distribution of districts, according to literacy position of the population in the age-group 15-35 is given in Table 1.22.

The map of India, which is at Annex VII indicates the districts which in 1971 had literacy percentage of 40 and above. Only 44 per cent districts are covered. These districts are the capitals of the states, industrial and coastal areas. Perhaps in these districts literacy is confined only towns, urban centres and developed areas. Among the major states, Andhra Pradesh, Bihar, Jammu and Kashmir, Madhya Pradesh, Rajasthan and Uttar Pradesh have the largest number of districts which have literacy percentage below 40. Bihar, Jammu and Kashmir and Rajasthan had the distinction of having only one district each where the literacy percentage was above 40. Kerala, Tamil Nadu, Maharashtra and Gujarat are the toppers. The borderline case is that of Haryana.

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(1) In India, a district is the principal unit of administration in a State under a Collector/Commissioner/Magistrate. It is an urban and/or rural sub-division of a State constituted under some Act of Parliament for administrative, electoral, judicial or other purposes. At present there are 400 districts in 22 States and 9 Union Territories. The average population of a district in India, currently is 1.53 million. In 1971, there were only 360 districts. The number has increased because of rationalization and making the size of districts viable.

able 1.21. Distribution of districts according to Literacy States (a) age-group 15 + and (b) age-group 15-35 (1971)

o.	Literacy slab	Population age 15 +	Population 15-35	Percentage to total Age 15 +	Percentage to total 15-35
	2	3	4	5	6
.	Below 10 %	1	-	0.28	-
.	10 to below 20 %	66	16	18.33	4.50
.	20 to below 30 %	123	94	34.17	26.00
.	30 to below 40 %	87	93	24.17	26.00
.	40 and above	83	157	23.05	43.50
	TOTAL	360	360	100.00	100.00

Table 1.22. **Frequency distribution of districts on the basis of literacy position of the population in the age-group 15-35 - all persons - 1971**

No.	States/Union Territories	Below 10 %	10 to below 20 %	20 to below 30 %	30 to below 40 %	40 % and above	Total	Column 7 as percentage of column 8
1	2	3	4	5	6	7	8	9
	STATES :							
1.	Andhra Pradesh	-	-	9	7	5	21	23.8
2.	Assam	-	-	-	3	6	9	66.7
3.	Bihar	-	-	10	6	1	17	5.9
4.	Gujarat	-	-	2	1	16	19	84.2
5.	Haryana	-	-	1	3	3	7	42.9
6.	Himachal Pradesh	-	-	1	3	6	10	60.0
7.	Jammu & Kashmir	-	-	7	2	1	10	10.0
8.	Karnataka	-	-	3	6	10	19	52.6
9.	Kerala	-	-	-	-	10	10	100.0
10.	Madhya Pradesh	-	3	14	16	10	43	23.3
11.	Maharashtra	-	-	-	3	23	26	88.5
12.	Manipur	-	-	-	2	3	5	60.0
13.	Meghalaya	-	-	-	1	1	2	50.0
14.	Nagaland	-	-	2	-	1	3	33.3
15.	Orissa	-	2	2	3	6	13	46.2
16.	Punjab	-	-	-	3	8	11	72.7
17.	Rajasthan	-	4	15	6	1	26	3.8
18.	Sikkim	-	2	1	1	-	4	0.0
19.	Tamil Nadu	-	-	-	1	13	14	92.9
20.	Tripura	-	-	-	-	3	3	100.0
21.	Uttar Pradesh	-	3	22	19	10	54	18.5
22.	West Bengal	-	-	1	7	8	16	50.0
	TOTAL	-	14	90	93	145	342	42.4
	UNION TERRITORIES:							
1.	A. & N. Islands	-	-	-	-	1	1	100.0
2.	Arunachal Pradesh	-	2	3	-	-	5	0.0
3.	Chandigarh	-	-	-	-	1	1	100.0
4.	Dadra & Nagar Haveli	-	-	1	-	-	1	0.0
5.	Delhi	-	-	-	-	1	1	100.0
6.	Goa, Daman and Diu	-	-	-	-	3	3	100.0
7.	Lakshadweep	-	-	-	-	1	1	100.0
8.	Mizoram	-	-	-	-	1	1	100.0
9.	Pondicherry	-	-	-	-	4	4	100.0
	TOTAL	-	2	4	-	12	18	66.7
	INDIA	-	16	94	93	157	360	43.6

1.27 The position of major states, as per 1971 census, arranged according to rank orders on the basis of the following three criteria:

(a) percentage of districts having above 40 per cent literacy

(b) literacy percentage in the age-group 15-35, and

(c) literacy percentage of the total population,

is shown in Table 1.23.

On the basis of the three criteria, the eight states of Haryana, Andhra Pradesh, Madhya Pradesh, Uttar Pradesh, Jammu and Kashmir, Bihar and Rajasthan are below the all-India average. Haryana did not figure earlier because, according to 1976 estimates of literacy in the age-group 15-35, it had 47.2 per cent literacy as against the all-India literacy percentages of 46.5 (see Annex IV). The State of Orissa gets included on account of criteria (b) and (c). The State of Assam had the overall literacy rate of 1971 which was below the all-India average and in the age-group 15-35, it was only .3 per cent above the all-India average. The conclusion which emerges is that Haryana needs to be watched even though it had literacy percentage of 47.2, as against the overall national average of 46.5 in 1976 (though a very minor difference -.7), especially because the enrolment ratio of the age-group 6-14 in 1978-79 in this State was 61.91(Table 1.16) which was below the national average of 65.96.

1.28 Literacy and per capita domestic product : One of the major indices of economic development is the per capita domestic product. It would be interesting to observe whether there is any relationship between the low rate of literacy and the low per capita domestic product. The information about the comparable estimates of state-wise per capita domestic product at State current prices for the years 1971-76 is given in Table 1.24

If this table is read with other previous tables, the conclusions seems to be obvious. The States of Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh have per capita domestic product below the national average (column 7). It is no intention to claim that the low rate of literacy is the cause of low S.D.P. but perhaps it could be argued that it is one of the factors.

Table 1.23. Ranking of States on various literacy criteria

No.	States	(a) Percentage of districts above 40 % literacy	Rank	(b) Percentage of Literacy in the age-group 15-35	Rank	(c) Percentage of literacy of total population	Rank
1	2	3	4	5	6	7	8
1.	Kerala	100.0	1	80.5	1	60.4	1
2.	Tamil Nadu	92.9	2	51.5	3	39.5	2
3.	Maharashtra	88.5	3	56.1	2	39.2	3
4.	Gujarat	84.2	4	50.1	4	35.8	4
5.	Punjab	72.7	5	47.7	5	33.7	5
6.	Assam	66.7	6	42.3	9	28.1	9
7.	Himachal Pradesh	60.0	7	45.2	7	32.0	7
8.	Karnataka	52.6	8	43.2	8	31.5	8
9.	West Bengal	50.0	9	47.2	6	33.2	6
10.	Orissa	46.2	10	37.3	11	26.2	11
11.	Haryana	42.9	11	39.3	10	26.9	10
12.	Andhra Pradesh	23.8	12	34.7	12	24.6	12
13.	Madhya Pradesh	23.3	13	34.0	13	22.1	13
14.	Uttar Pradesh	18.5	14	31.6	14	21.7	14
15.	Jammu & Kashmir	10.0	15	28.8	16	18.6	17
16.	Bihar	5.9	16	29.0	15	19.9	15
17.	Rajasthan	3.8	17	27.8	17	19.1	16
	TOTAL	43.6		42.0		29.5	

Table 1.24. Comparable estimates of per capita State Domestic Product at State Current Prices

(in Rupees)

No.	States	1970/71	1971/72	1972/73	1973/74	1974/75	1975/76	Av. 1973/74 to 1975/76
		1	2	3	4	5	6	7
1.	Andhra Pradesh	586	629	664	868	1 020	897	928
2.	Assam	570	559	632	676	849	848	791
3.	Bihar	418	437	500	559	706	669	645
4.	Gujarat	845	859	759	1 116	1 051	1 236	1 134
5.	Haryana	932	1 008	1 091	1 276	1 408	1 514	1 399
6.	Himachal Pradesh	676	731	813	953	1 086	1 165	1 068
7.	Jammu & Kashmir	557	566	602	720	887	826	811
8.	Karnataka	675	699	740	992	1 106	1 038	1 045
9.	Kerala	636	633	709	876	969	1 000	948
10.	Madhya Pradesh	469	539	585	714	825	790	776
11.	Maharashtra	811	860	876	1 157	1 435	1 455	1 349
12.	Orissa	541	527	631	765	780	834	793
13.	Punjab	1 067	1 106	1 208	1 484	1 525	1 688	1 586
14.	Rajasthan	629	573	600	826	860	873	853
15.	Tamil Nadu	616	692	714	865	964	997	942
16.	Uttar Pradesh	493	504	623	677	740	727	715
17.	West Bengal	729	775	776	920	1 080	1 100	1 033
	TOTAL STATES	619	645	693	863	968	969	930
	FOR ALL STATES AND UNION TERRITORIES	625	652	701	861	978	981	940

Source: Columns (1) to (5) - Central Statistical Organisation (Included in the Report of the Finance Commission 1978, Government of India, New Delhi).

1.29 **Capital-output ratios have a direct bearing on State Domestic Product. Professor V.K.R.V. Rao, the well-know economist-cum-educator of India,** in one of his recent addresses has observed:

> "that real tangible capital alone does not determine economic growth or increases in national income and productivity. There are other determinants of economic growth which have to be taken into account and would perhaps play a larger role in effecting increases in the national output of goods and services in a country like India. The most important of these is human capital formation. Capital, natural resources, labour and management all conjointly determine production, but of these labour is most important. And labour becomes most productive only when it is treated as human capital and all possible measures taken to improve its productivity and maintain this increase....
> As the constituents of human capital also contribute to human happiness, human capital contributes both to economic growth and human welfare, unlike non-human or physical capital which does not necessarily do both...
> In a country like India, where labour constitutes the dominant element among the factors of production and there is scarcity of capital, human capital becomes even more important in considering economic growth". (1)

Professor Rao adds significantly that " Education and Health are the most important components of human capital creation in terms of skills and physical efficiency". In many of his addresses and publications, he has pleaded strongly that within the sector of Education, the highest priority item is that of adult education and adult literacy.

As early as 1966, Professor Rao, who was then Member, Planning Commission, Government of India, expressed his ideas about adult literacy in a clear-manner. He observed :

> "Without adult education and adult literacy, it is not possible to have that range and speed of economic and social development which we require, nor is it possible to have that content, or quality or tone to our economic and social development that makes it worth-while in terms of values and welfare. A programme of adult education and adult literacy should therefore take a front place in any programme for economic and social development". (2)

The programme of adult education and literacy was included by the Planning Commission as an integral component of the minimum needs programme in erstwhile Sixth Five Year Plan (1978-83) and it is difficult to anticipate whether it would continue to enjoy this status in the New Sixth Five Year Plan (1980-85).

1.30 Incidence of Poverty : An index of the economic status of the population can be had by studying the incidence of poverty. Though it is difficult to work out precisely the incidence of poverty, an attempt has been made in India to compute state-wise data for the year 1970-71. Table 1.25 gives this information.

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(1) Rao, V.K.R.V. Dr. Zakir Husain Memorial Lectures, Aligarh Muslim University, 1980.

(2) Rao, V.K.R.V. **Education and Human Resource Development, Allied Publishers, New Delhi, 1966.**

Table 1.25. Size of poverty in 1970/71 - State-wise (1)

(Absolute figures in million)

No.	States	Total Population	Percentage to total of column 3	Population below poverty-line	Percentage to total of column 5	Percentage of persons below poverty line	Rank
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	43.50	8.2	20.82	7.5	47.9	7
2.	Assam	14.62	2.7	4.82	1.7	33.0	13
3.	Bihar	56.35	10.7	36.10	13.0	64.1	2
4.	Gujarat	26.70	5.1	11.98	4.3	45.9	11
5.	Haryana	10.04	1.9	3.24	1.2	32.2	14
6.	Karnataka	29.30	5.5	14.49	5.2	49.4	9
7.	Kerala	21.35	4.0	13.29	4.8	62.3	10
8.	Madhya Pradesh	41.65	7.9	23.95	8.7	57.5	5
9.	Maharashtra	50.41	9.5	22.18	8.0	44.0	6
10.	Orissa	21.95	4.2	14.81	5.3	67.5	8
11.	Punjab	13.55	2.6	2.93	1.1	21.6	15
12.	Rajasthan	22.77	4.9	11.20	4.0	43.5	12
13.	Tamil Nadu	41.20	7.8	25.01	9.1	60.7	4
14.	Uttar Pradesh	88.34	16.7	44.51	16.1	50.4	1
15.	West Bengal	44.31	8.4	27.60	10.0	62.3	3
	TOTAL	529.04	100.0	276.93	100.0	52.3	

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(1) This Table has been derived from Appendix IV.9 (Table I) of the Report of the Finance Commission, 1978, Gouvernment of India, New Delhi, page 214. The Finance Commission Report, in this table, does not give information about Himachal Pradesh and Jammu & Kashmir.

The States of Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh (information about Jammu and Kashmir not available) had 156 million persons (or over 56 per cent) below the poverty-line. The other states below the national average poverty-line were West Bengal, Tamil Nadu and Kerala. When compared to their population as a proportion of the total population, the States of Bihar, Kerala, Madhya Pradesh, Orissa, Tamil Nadu and West Bengal had higher proportion of persons below the poverty line.

1.31 This section has thrown up many issues. One important conclusion, which a development planner could safely assume is that social and economic growth, by and large, has taken place in areas which are not educationally depressed: educationally depressed areas are those where elementary education and adult literacy has lagged behind. Thus it could be suggested that without education, including adult literacy, which promotes human factor, no worthwhile social and economic development can take place. The size of illiteracy and of poverty and of under-development is almost similar.

SECTION II

THREE DECADES - PLANNED INACTION

2.01 After presenting in Section I a detailed analysis of the huge dimensions of the task in sheer numbers, it would seem in order to present a brief review of adult education and literacy policy and programmes in India during 1947-77. Mahatma Gandhi, Father of the Nation, emphasized the need for eradication of illiteracy in his characteristic words: "Illiteracy is India's sin and shame and it should be wiped out". He conceived adult education as an integral component of his scheme of Basic Education enunciated in 1937. But what happened at the policy level, after the attainment of Independence, and what operational steps were taken to "wipe out" illiteracy, makes a sad story. However it requires to be told, even though briefly, because of its relevance for future planning.

2.02 The percentage of literacy in India, on the eve of Independence, that is 1947, was about 14. The low rate of literacy in the country did not occupy the minds of constitution makers fully in the sense that they thought that the provisions of universal education to the children up to age of 14 years, within a period of ten years of the passing of the Constitution, i.e. by 1960, would do the trick. This did not materialize for various reasons: one school of thought feels that one major reason is that Article 45(1) of the Constitution is a part of the 'Directive Principles of State Policy' and not a part of the 'Fundamental Rights' and therefore it is not justiciable. It is not, therefore, surprising to find that even in 1978-79, i.e. after 29 years of the passing of the Constitution of India on January 26, 1950, about 66 per cent of the children in the age-group 6-14 were enrolled in elementary school. How many were actually attending can be anybody's guess! Optimistic estimates put the ratio of those attending the schools to be between 60 to 70.

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(1) Text of Article 45 of the Constitution of India, 1950 reads as under: "The State shall endeavour to provide within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years".

2.03 According to 1951 Census, the percentage of literate population was about 17 (25 per cent males and 8 per cent females). The First Five Year Plan published by the Planning Commission in December, 1952, referred to these low literacy figures and recognized illiteracy as a major handicap to democracy and expressed it in the following words:

> "In a country, where 80 per cent of the population are illiterate, democracy will not take roots until a progressive programmes of primary education trains up a generation fit to undertake its responsibilities. Even the programme of primary education is considerably handicapped without a corresponding programme of the education of adults".

While the First Five Year Plan document mentioned that democracy will not take roots in a preponderantly illiterate population, in terms of laying down any specific targets, coupled with required financial allocations, not much was done. It was decided that Social Education should be closely integrated with the programmes of community development blocks and extension services. However, there was inadequate emphasis on adult literacy within the Social Education Programme. Apart from this, Social Education did not attempt to integrate literacy with general education or functional training. The integration between social education and other developmental activities, vaguely conceived, as it was, never got established on the ground. Bulk of the provision in the first two Five Year Plans (1951-1961) was provided under Social Education within Community Development Programmes of which adult literacy was a very insignificant component; the allocations under Education Plans was miserable - almost negligible. Moreover, after the end of the First Plan, the provision for Social Education began to dwindle and the Social Education Officers and other functionaries began to be utilized as the spare wheel in the block administration.

2.04 Adult literacy fell between two stools so to say. This happened in successive plans - lip sympathy for adult literacy but in terms of programmes and provisions there was hardly anything. The findings of the Census of 1961 were an eye opener. In 1951, out of the total population of 356 million, 298 million, i.e. 83 per cent were illiterate. In 1961, the population had risen to 445 million but the number of illiterates had also risen to 340 million, though the percentage of illiteracy had slightly decreased to 76 per cent. The Second Five Year Plan (1956-61) referred to the census figures of 1951 but still harped on the theme of social education. In one place it was mentioned that 'while literacy is undoubtedly important, it should be recognized that it is one element in a wider concept of social education'.

2.05 It was, however, in the Third Five Year Plan (1961-66) that for the first time 'adult literacy' found a place in the chapter on "Education". The relevant section in the Chapter of Education began with the sub-heading "Social Education and Adult Litercay". Again, for the first time, the document expressed concern about illiteracy.

It said :

> "One aspect of social education, and in some ways the most important has, however, caused concern. Between 1951 and 1961, literacy has increased only from about 17 to about 24 per cent. The introduction of Panchayati Raj (democratic decentralization) at the district and block levels and the important rôle assigned to village panchayats render it imperative that in as short a period as possible a substantial proportion of the adult population should become capable of reading and writing. This is essential in their own interest as in the interest of the community as a whole. As sufficient progress has not been achieved so far in this direction, the problem is now being studied afresh with a view to working out means for the rapid expansion of adult literacy".

However, nothing happened because the main financial provision for Social Education, including adult literacy, were made under Community Development. The Ministries of Education and Community Development were asked to 'draft proposals for a large-scale programme of adult literacy' and since money was not available the programme did not move. "Money makes the mare go"!

2.06 During the Plan Interregnum 1966-1969, even though no concrete programmes were taken up, the Planning Commission took considerable initiative. A team, headed by the author, was sent out to Maharashtra to study the Village Literacy Movement (Gram Shikshan Mohim) of the State. Subsequent to the submission of the report, which was widely disseminated by the Planning Commission, a National Seminar on 'Eradication of Illiteracy' was held at Poona in 1965 by the Planning Commission in collaboration with the Government of Maharashtra. Professor V.K.R.V. Rao was then Member in Charge of Education in the Planning Commission.

2.07 For the first time an important organ of the Government of India, i.e. the Planning Commission took considerable initiative in an area which was neglected. It was again at the instance of the Planning Commission, that a draft scheme for introduction of pilot projects in adult literacy in selected districts of the country, on the lines of the Village Literacy Movement of Maharashtra, with 100 per cent assistance, was drafted by a Joint Committee of the Ministry of Education and Planning Commission. Though approved by the Ministry of Finance, the project never took off because the Ministry of Education, at that stage, was not interested in literacy campaigns. By this time, the Ministry of Education was getting interested in the Integrated Project of Farmers' Training and Functional Literacy. The State Governments were not interested in any of the programmes and projects excepting Maharashtra which made considerable headway in their then popular programme of Village Literacy Movement. Assam Government also initiated a similar project in one of their districts (Nowgong) but it did not last long.

2.08 As a result of the positive initiatives taken by the Planning Commission during the Plan Interregnum,the Fourth Five Year Plan (1969-1974) made all out efforts to shift the emphasis from Social Education to Adult Literacy. The Chapter on Education in the Plan had a sub-heading entitled 'Adult Literacy'. The report referred to pilot projects, assistance of industry for literacy work and mobilization of voluntary and local community support. It mentioned specific targets about Farmers' Education and Functional Literacy in the following words:

"The programme of Farmers' Education and Functional Literacy in the high-yielding variety areas...will be extended to 100 districts and will cover one million adult farmers".

This initiative was short-lived and in terms of impact meant almost nothing.

2.09 The Education Commission (1964-66) which was set up in 1964, examined the situation in depth and from a wider perspective. Referring to Adult Literacy it observed:

> "The price which the individual as well as the nation pays for illiteracy is high, although one grows accustomed to the persisting malady and becomes insensitive to the harm it does. The circumstances of modern life condemn the illiterate to live an inferior existence. He has little prospect of a reasonable income. He remains isolated from sophisticated and social processes, such as democratic government and commercial marketing. The uneducated is not in reality a free citizen. Illiteracy as a mass phenomenon blocks economic and social progress, affects economic productivity,

population control, national integration and security and improvement in health and sanitation" (1) ... Page 423.

So much in praise of the benefits of literacy. It went further observing that universal literacy could not be achieved through the programme of free and universal education only as the target could then be reached by the Year of Grace 2000. How prophetic was the Report ! The Commission, therefore, recommended that 'while our efforts to develop a programme of free and compulsory education could continue with redoubled vigour, a time has come when a massive and direct attack on mass illiteracy is necessary'. Page 423.

2.10 **The National Policy on Education, 1968, issued by the Government of India, on the basis of the Report of the Education Commission** (1964-66) did **say** that the liquidation of mass literacy is necessary for promoting participation, accelerating programmes of production and for quickening the tempo of national development etc. This at least was an innocuous statement not backed by any definite time horizon and urgency for a mass programme. At this stage, Fourth Plan formulation was taking place. The Central Ministry of Education and Planning Commission had almost agreed to a sizeable allocation of first Rs.1,000 million subsequently reduced to Rs.690 millions as against Rs.33 million in the Third Plan, but thanks to general apathy of bureaucracy, lack of political support, and strong presence of higher education lobby in the upper echelons of the Government, major part of the funds for adult education was diverted to other sectors but principally to university and technical education. And, at the end, the allocation for adult education was reduced to Rs.50 million against which the actual expenditure was Rs.45 million. What a fall from Rs.690 million to Rs.45 million!

2.11 One major step taken during 1969 was the setting of the National Board of Adult Education(2) under the Chairmanship of the then Minister of Education, Prof. V.K.R.V. Rao. The setting up of the National Board of Adult Education was recommended by many commissions and committees. This step was very much welcomed. The other programmes, considerably stepped up, were the Farmers' Functional Literacy Project, Polyvalent Adult Education, assistance to voluntary organisations to implement adult education programmes. The National Adult Education Board met twice; May 4, 1970 and July 21, 1972(1). After July 1972, the emphasis shifted to non-formal concept but with very little change in the on-going major programme of Functional Literacy Project. A new scheme called: 'Non-Formal Adult Education for the age-group 15-25', to be implemented in selected districts of the States, was initiated. The Directorate of Adult Education, at the Centre, was re-christened as the Directorate of Adult (Non-Formal) Education.

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(1) Education and National Development: Report of the Education Commission 1964-66, Ministry of Education, Government of India, Manager of Publications, Delhi, 1966.

(2) The functions of the Board were comprehensive to advise the Central and State Governments on all matters relating to adult education; to promote adult education; to draw up policies and programmes in these fields; to review their progress; to act as a clearing house of ideas; to promote research; and generally to advise, assist or undertake all allied activities and programmes as will promote adult education. Its composition was representative of all fields; central Ministries in charge of Health, Labour, Community Development, Information and Broadcasting, Railway, Industry, Planning Commission, University Grants Comm., all State Education Ministers and representatives of voluntary organisations etc.

2.12 The Draft Fifth Five Year Plan, 1974-79, published in 1973, did not at all refer to low literacy figures and surprisingly enough had a section on 'Social Education', without saying a single word about adult literacy or any commitment to targets or specific programmes. Thus, the temporary incursion of the words 'adult literacy' in the Fourth Five Year Plan Report was removed with one stroke of pen! In the final version of the Fifth Five Year Plan - 1974-79, published in 1976, there was a brief two sentence reference to non-formal education. It read:

> "With the strengthening of existing programmes of non-formal education, about 16 lakhs (1.6 million) participants are expected to be covered under these programmes. The existing programmes are intended to be reviewed".

2.13 What a somersalt from adult literacy to social education and then to non-formal education within a span of three years! Undoubltedly the allocations were slightly increased because of the tempo of the Farmers Training and Functional Literacy Project. The programmes, at the national level, got somewhat diversified and further extended. The Directorate of Adult Education, set up in 1970, was strengthened and provided the necessary technical support. A number of universities, with assistance from the University Grants Commission set up Departments of Continuing/Adult Education, for organising professional courses, programmes for rural community, general purpose courses, cultural activities, training of personnel etc. In addition, the universities under the programme of National Social Service, initiated a number of projects for promoting adult education and adult literacy programmes directly. Thus governmental efforts were confined to very few programmes of a selective nature implemented in a lukewarm fashion without any major initiatives and hardly any political commitment. The only programme which maintained its tempo was the Functional Literacy Project which has been comprehensively reviewed in Section IV of this study.

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(1) The author was Member-Secretary of the National Board of Adult Education till July 21, 1972, whereafter he joined the Unesco Service as the Chief Technical Adviser, Functional Literacy Project in Afghanistan on July 22, 1972. The Board never met for another six year. It was reconstituted in 1978 with almost the same functions as of the earlier Board but with limited composition.

Voluntary effort

2.14 In this brief review of adult education in India, till 1977, it is but appropriate to make a reference to the pioneering efforts made by several voluntary organizations in promoting literacy work when governmental support was meagre and sometimes even halting. The scheme of assistance to voluntary organizations existed but in name since 1953-54 as the amounts provided under it were almost insignificant. With some assistance, but mostly through their own efforts, these voluntary organizations made a mark. A number of these voluntary organizations received Unesco awards(x) for various pioneering activities which are indicated in the footnotes in different years. These organizations are the Indian Adult Education Association, Mysore (now Karnataka) State Adult Education Council(1), Literacy House(2), Lucknow, Bengal Social Service League(3), Calcutta, Seva Mandir, Udaipur(4), Andhara Mahila Sabha(5), Hyderabad, West Bengal Association of Eradication of Illiteracy, Gujarat State Social Education Committee, Bombay City Social Education Committee(6), Maharashtra Social Education Committee, Grameen Mahila Sangh, Kerala Granthshala Sangham,(7) Rajasthin Adult Education Association, National Federation of Indian Women(8), etc. They undertook a variety of programmes like organising conferences and Seminars, production of journals, reading and teaching materials, initiating literacy courses and centres in selected areas, developing libraries, follow-up programmes for literate industrial workers, organising rural youth centres, (vidyapeeths).

2.15 A special mention needs to be made of the Indian Adult Education Association as a leading voluntary organization in the country which organises conferences, workshops, correspondence courses and brings out journals and various useful publications. To support the cause of literacy, the Association has instituted Nehru Literacy Award, which is given every year to an individual or an institution for outstanding adult literacy work. Many individuals and organizations have been recipients of this Award.

(x) (1) 1973. Mohammad Reza Pehalvi Honourable Mention.
(2) 1970. Mohammad Reza Pehalvi Honourable Mention.
(3) 1974. Nadezhda K. Krupskaya Honourable Mention.
(4) 1977. Nadezhda K. Krupskaya Honourable Mention.
(5) 1978. Nadezhda K. Krupskaya Honourable Mention.
(6) 1969. Mohammad Reza Pehalvi Honourable Mention.
(7) 1975. Nadezhda K. Krupskaya Honourable Mention.
(8) 1973. Nadezhda K. Krupskaya Honourable Mention.

2.16 For a country of the size of India, with a very large segment of populations illiterate, the attempts made and briefly reviewed earlier were mere drops in the ocean.

2.17 A multiplicity of major factors have been responsible for the slow growth of literacy; increase in population, elementary education's failure to retain children till they attain literacy and what is more important, the relatively inadequate resources provided for adult education in the successive Five-Year Plans, extremely low priority given to literacy and adult education in various developmental activities. And what is perhaps important, lack of political support. One indication of the priority is the proportion of expenditure incurred on adult education in relation to Education, as a whole, over plan periods. This is shown in Table 2.1.

Table 2.1. Expenditure on Adult Education in the Five-Year Development Plans (Rs in millions)

Item 1	First Plan (1951-56) 2	Second Plan (1956-61 3	Third Plan (1961-66) 4	Annual Plans (1966-69) 5	Fourth Plan (1969-74) 6	Fifth Plan (1974-79) 7
(i) Total Education	1 530	2 730	5 890	3 210	7 860	12 860
(ii) Adult Education	50	40	20	20	50	180
(iii) As percentage of (i)	3.3	1.5	0.3	0.6	0.6	1.4

Leaving out the First Plan period, a mere less than one per cent of Education Plan allocation for Adult Education surely reflected the lowest priority given to this sector. The Fifth Plan was terminated one year earlier that is in 1977-78; the plan allocation and expenditure shown in column 7 of Table 2.1 were far less. The three decades of planned inaction resulted in the painful and slow fall of adult education and literacy programmes - Fundamental Education was talked about for a while, Social Education was a fashion at one time and then non-formal education caught imagination for some time. Thus adult literacy - the programme for the masses - marked time.

SECTION III

PATH-FINDER I : VILLAGE LITERACY MOVEMENT

3.01. Amidst this spectacle of lack of concern for adult education and literacy, in terms of overall priority in social and economic planning and equal lack of appreciation of the role of adult education for promoting social justice and accelerating economic growth, as briefly reviewed in Section II, some experiments took place in several parts of the country which, for various reasons, could not be sustained. However, the Programme of Gram Shikshan Mohim, (Village Literacy Movement) initiated on a micro-level in one State, namely Maharashtra(1) and also on a mass scale, did make a positive dent. This programme, for the lessons which can be drawn by a literacy planner and manager, has been reviewed in détail in this Section.

3.02. The Village Literacy Movement, generally known as Gram Shikshan Mohim, was initially started in the rural areas of the Satara District in the State of Maharashtra in 1959. The idea of literacy was impressed on teachers and villagers by holding a large number of meetings. This infused enthusiasm, both among the people and the workers. Thus the annual average figure of 3,000 neo-literates before 1959 leaped to 11,000 in 1959. In 1959 - 60, as the movement gathered momentum and the villages began to outbid one another, that figure was nearly doubled. In the year 1960 - 61, the persons becoming literate reached the staggering figure of 109,000 in the Satara district. It was now that the villagers approached the teacher and not vice-versa. This was a massive pionnering effort with the objective of imparting basic literacy skills in the initial phase of about 4 months, with a provision of follow-up services and materials for those who woule be successful in the first phase of literacy. A combination of efforts led to the success of the programme. Owing to the political will behind this programme and a system of incentives, the programme caught the imagination of the rural masses and by 1963 it spread to all the districts of the State.

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(1) Maharashtra is one of the major States in the western part of India. In 1971, it had a population of 50.4 million or 9.19 per cent of the total population.

3.03 The Chief Minister of the State was personally involved. He compared the movement to that of the emancipation of rural poor from mental and economic slavery. There was complete inter-departmental co-ordination at the district, panchayat and village levels. The attainment of cent per cent literacy in a village was linked with the provision of essential basic facilities and supplies of infra-structure. The movement was a mass campaign as the villagers themselves were involved in its implementation. The programme was least cost-oriented and did not depend much on governmental grants and subsidies. The village panchayats (Councils) (1) and their local organizations shared the responsibility of providing petromax lamps, contingencies, slates, pencils, registers, black-boards, etc. The main features of the movement have been explained in a brief report on Gram Shikshan Mohim of Maharashtra (2) which was first published by the Planning Commission in 1965 and then by the Ministry of Education and Youth Services of the Government of India in 1969.

3.04 To help in understanding the important facts, like the organizational set-up, motivation, kinds of materials and literature used for literacy and post-literacy work, etc., it may be necessary, for the sake of clarification, to bring out its main features as under:

3.05 Organizational set-up and motivation: Once it was decided to implement the programme, a Gram Shikshan Executive Committee, comprising of ten to fifteen leaders, including patil (village revenue official), Sarpanch (head of the village council), chairman of the school committee, chairman of the farmers' union, chairman of the village cooperative society, headmaster of the primary school and a lady member of the village/village panchyat (Council) was constituted. The sarpanch would be the president of the Committee and generally the headmaster of the primary school its secretary. The main functions of the Committee were to:

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(1) For a better understanding of the administrative structure, it may be useful to explain that generally the States in India have introduced democratic decentralization of administration. In Maharashtra, the administrative structure, below the State level, follows a three-tier basis namely "top tier" at the Revenue District level and the body is called Zilla Parishad (District Council), "intermediate tier" the Block/Taluk level and the body is called Panchayat Samiti (Panchayat Council) and the "bottom tier", the village or group of villages and the body is called Gram Panchyat (village Council). Membership of the three bodies is through elections by secret ballot. The life of the bodies is between 5 to 6 years. These bodies have many sources of income besides Government grants.

(2) SARAF S.N., Report on Gram Shikshan Mohim of Maharashtra, Govt. of India, Ministry of Education and Youth Services, 1969, Publication No.858.

(i) draw up the lists of literate and educated men and women in the village who could run the classes; (ii) make seating arrangements for classes; (iii) assign teachers/workers for different classes; (iv) fix the timings of classes; (v) supervise the classes by visits, etc.; (vi) assign teachers/workers for different classes; and (vii) provide equipment etc.

Once it was decided to cover a village under this scheme, preparations were made to create an appropriate atmosphere to prepare the villages for taking an active part in the scheme. The President of the Gram Shikshan Executive Committee, the Chairman of the Education Committee and the Parishad Education Officer of the concerned Zila Parishad (1) issued an appeal, copies of which were printed and distributed among the various officers, gram panchayats, panchayat samitis and block development officers, for circulation in the villages selected for the implementation of the scheme. The main responsibility for the implementation of the scheme was of the block development officers. Wall posters were fixed up. These would serve a very useful purpose in preparing a healthy atmosphere in the village selected for the implementation of the scheme. Meetings for the propagation of the scheme were held in the villages selected for implementation and calling such meetings was the responsbility of the President of the village panchayat.

3.06 Standard of Literacy: The main emphasis in the syllabus was on reading, but simultaneously writing of simple sentences was also aimed at. Elementary arithmetic was also taught. In addition to this, information regarding sanitation, farming, administration of the village, child development, etc. was given in these classes. Similarly, importance of cleanliness was impressed upon them. There were instructions given regarding the use of bathrooms, latrines, urinals, etc. Care was taken to inculcate healthy habits among the villagers. As the life of the villagers is mainly dependent upon farming, they were given information regarding modern methods of sowing, various types of manures, as well as the preventive measures that may be taken to avoid the possible damage by particular crop diseases. All these topics were included in the syllabus. Main emphasis in the curriculum prescribed for these classes was on reading simple books and simple arithmetic and furnishing them with information in regard to practical arithmetic connected with their daily life. For the initial campaign, the literature used mainly consisted of charts, strips and booklets. The topics covered in the charts, strips and booklets related to common themes of economic, social and religious nature relevant to villagers.

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(1) District Board.

3.07 Follow-up Work of Neo-literates: After the initial four months' campaign was over, the programme of re-training in literacy and enriching the knowledge of neo-literates was taken up. This follow-up work was done through the circulating library scheme and social education centres. Four sets of booklets, each set containing 10 booklets, were circulated among the neo-literates by the teachers of primary schools through the children enrolled in schools. As will be seen from the description of the titles of these small booklets given in the foot-note (1), of the theme of the materials was of direct relevance to the neo-literates and catered to their social, religious, cultural and economic felt-needs. These were materials about national leaders, historical personalities, major agricultural crops, civic and social matters, religious deities etc.

3.08 As soon as the neo-literates completed the reading of all the 10 booklets in the set, another set was circulated. As the material contained in the booklets was relevant, there used to be a great demand for these. Since the booklets were of pocket size, one would often see the villagers carrying these to the fields and read them whenever they had leisure. It seemed to be a real literacy milieu. These materials were produced in millions and because of the large print order, the cost was not very high.

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(1) The titles of these forty booklets were:
First set: Our neighbour, Our animals, our crops, kitchen gardening, our treasures, Goddess Amba of Kolhapur, Ramayana Balkanda, Coastal part, Man's wonderful study, Gandhi Baba,
Second set: Village family, Jewel-like Jawar, Paddy (Japanese Method), Rama Sita, Shivaji, Jeeja Bai, Sant Tuka Ram, Sant Ek Nath, Jyotiba Phule, Dr. Ambedkar.
Third set: Gandhij's village, groundnuts, new way, Ashoka, Eyes were opened, Agarkar, I shall be a farmer, Courts of law, Saint Gadgebaba, Bajra.
Fourth set: Sugarcane, night soil pits, Youth clubs, the farm shows the work, Sweet little home, mahila mandals (women's clubs), wheat, better nutrition within one's means, Sweet grapes, animal diseases.

3.09 **Motivation of villagers**: At the end of the achievement of 100 per cent 3.0 % literacy in the village, a celebration, called the Gram Gaurav Samarambha (1) was arranged. It was a sight for God's to see how the function was organised at the grass-root levels. Songs were sung by the neo-literate women; the theme was round the benefits of literacy - their emancipation from age-old taboos, possibilities of their communication with their husbands working in farms and factories in far-flung areas, their access to information abour prices, availability of facilities etc. Eradication of illiteracy was compared to the lighting of a lamp which removed darkness - and the function would start with it.

3.10 In this celebration, the whole village would take part and the neo-literates would take up a vow to maintain their literacy. The neo-literates, men and women, belonging to scheduled castes and other castes, mixed together and addressed the audience. This gave a sense of achievement to the people and the neighbouring villagers, who generally got enthused and were sufficiently motivated by literacy work. This celebration was not organized unless, in addition to achieving hundred per cent literacy, the village had achieved complete cleanliness of its streets, as well as buildings and necessary arrangements for good sanitation, drinking water, construction of approach roads, had been made by the villagers. In the areas where there was enlightened leadership of the social worker or of the teacher, or even the local panchayat, it was easier to enthuse the adult illiterates to attend the classes. Whenever the departments of revenue, cooperation and agriculture, local government, health, community development joined hands with the education department in forging a united front and mobilized all their resources of men and materials, the Gram Shikshan Mohim was a success.

3.11 Evaluation of the Programmes: During the period 1961 - 63, 1 million males and females were made literate; about 53 per cent males and 48 per cent females. The Department of Education of Maharashtre State, however, conducted in 1963 an in-depth study (2) of 1,258 villages where hundred per cent literacy was achieved. In these villages, 237,000 persons had become literate; 58 per cent were cultivators, 37 per cent were agricultural labourers, and 5 per cent belonged to other occupations. Age-wise composition of the group was 15 per cent in the age-group 14 - 20, 73 per cent in the age-group

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(1) Function to celebrate eradication of illiteracy from the village.

(2) Evaluation of Gram Shikshan Mohim, Directorate of Education, Maharashtra Government, Poona, Government Central Press, Bombay, 1964.

21 - 40 and 12 per cent in the age-group 41 - 50. Sex-wise composition in the surveyed villages was 40 per cent males and 60 per cént females.

3.12 Retention of Literacy: The study (1) revealed that the percentage of category (i) literates was 43.9. The percentage of category (ii) neo-literates was 38.0. About 18 % of the neo-literates in category (iii) were considered to have relapsed into illiteracy. While 45.1 per cent of the female neo-literates had retained their literacy completely, the percentage of males was 42.0. Among females, 20.5 per cent were considered to have totally relapsed into illiteracy; the percentage in respect of males was 14.5.

3.13 As regards the abilities of the neo-literates regarding counting and simple additions and subtractions, it was observed that 49.0 % of the neo-literates could count with ease correctly, 20.5 % of the neo-literates could count with difficulty, but correctly, 11.0 % could count partially but correctly and 7.4 % counted wrongly and only 12.1 % did not make any effort for counting. As far as simple additions and subtractions are concerned, the following results became available:

(i) 36.6 % of the neo-literates were conversant with simple additions and subtractions and did the same easily and correctly;

(ii) 30.6 % of the neo-literates did additions and subtractions slowly but correctly;

(iii) 18.9 % of the neo-literates did not add and subtract correctly; and

(iv) 13.9 % of the neo-literates were not inclined to make any effort at all.

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(1) For the purpose of the study, the following categorisation was accepted:
(i) Literates - Adults who can read fluently or slowly with help and can write with ease correctly and write with difficulty but correctly. They have retained literacy.
(ii) Semi-literates - Adults who can read slowly with help and partially with help and can write partially correctly. They need refreshing.
(iii) Illiterates - Adults who cannot read even with help and write correctly or do not make any effort at all. They were considered as illiterates or those who have totally relapsed into illiteracy.

3.14 **Change in the Outlook and Living Standard of the Neo-Literates:** That the adults, who had become literate under the scheme, had developed some change in their outlook and in the standard of living, when compared to the period before the Mohim, was indicated by the fact that the vast majority of the male and female neo-literates were found to put on clean-washed clothes and had developed habits of cleanliness, used filtered drinking water, used latrines, washed vegetables and grains with clean water and thought of providing good higher education to their children. The survey revealed that the percentage of male and female neo-literates, who had an idea about their self-knowledge like the number of family members, particulars about the land cultivated, the amount of land revenue paid, crops grown, weekly household expenditure, heights in inches, expenditure incurred on tobacco, chewing and smoking, was quite large.

3.15 **Overall Impact**: The Mohim made the people education-minded and they were becoming more particular about sending their children to schools. This was evident from the fact that there was an increase in the enrolment of children in the schools, retention rate increased. There was a gradual awakening and change in the outlook of women. They found scope for expressing themselves in public life, though to some extent, restricted. It was observed that there was a marked change in social consciousness and general development including education of the people. The villagers were interested in reading news-papers and they became aware of developments taking place in the world, thus increasing their contact with the world outside. To a certain extent, local leadership was being created and developed and villagers became cooperative and self-reliant. They became plan-conscious and tried to work together for the uplift of the village as a whole.

3.16 The Education Commission (1964-66), in their Report have referred to mass approach and its essence which lies in a determined mobilization of all available educated men and women in the country to constitute a force to combat illiteracy and an effective organisation and utilization of this force in a well-planned literacy campaign. This approach, according to the Commission, is unorthodox but not untried. The Commission observed:

> "The mass approach was a remarkable success in the USSR. In a different way and on a smaller scale this approach was attempted in Maharashtra through the scheme of Gram Shikshan Mohim. The Mohim exploited the local village patriotism to eliminate illiteracy from the village and required the teachers, all local educated men and women

> to work for literacy. The scheme cost very little and its gains were much more than what could be measured in terms of literacy. Its critics have referred to certain inadequacies in the preparation of the Mohim and to weaknesses in the follow-up work. These defects can be remedied.", page 427.

No better tribute could be paid to the special aspects of Gram Shiksham Mohim: the mass approach, appeal to local village patriotism and its gains which were "more than what could be measured in terms of literacy". The National Board of Adult Education, which was set up in 1969, but held its first meeting on May 4, 1970 passed a number of resolutions and one of the resolutions appreciated the work done by the Maharashtra State Government in the field of adult education and adult literacy, through the programme of Gram Shikshan Mohim, and recommended that "this pattern may be considered for adoption by other State Governments, with local variations for the purposes of eradication of adult illiteracy". The State Governments were called upon to prepare concrete proposals and some did work out these and initiated programmes in certain areas. These isolated attempts did not yield any fruitful results.

3.17 To a great extent the Gram Shikshan Mohim achieved its limited purpose. According to the Government of India Report (1), "the increase in literacy in Maharashtra between 1961 and 1971, the period during which the Mohim was organized, was about 10 per cent as against somewhat less than 7 per cent for all India". Actually while the overall literacy percentage for all the age-groups for India increased from 24 in 1961 to 29 in 1971, in respect of Maharashtra it increased from 30 to 39. The Unesco, impressed by the excellent work done under this movement, though belatedly but appropriately, announced the Mohammad Reza Pahlavi Prize to Gram Shikshan Mohim in 1972. The citation read as under:

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(1) Draft report of the Working Group on Adult Education for the Medium-Term Plan 1978-1983, Ministry of Education and Social Welfare, 1978.

> "Having examined with the greatest attention the applications submitted and having concluded that 23 meet the requirements of the General Rules and fully correspond to its criteria, Have unanimously decided, on the one hand, to award the Mohammad Reza Pahlavi Prize for 1972 to the GRAM SHIKSHAN MOHIM (Movement for village literacy) of the State of Maharastra, INDIA, which, despite the manifold handicaps and difficulties faced by this country, managed between 1961 and 1972, as a result of unflagging efforts and the enthusiastic co-operation of the people, to eradicate adult illiteracy completely in 36,693 villages and hamlets, where it brought literacy to 4,500,000 men and 5,200,000 women, giving them a sound basis of knowledge going beyond the level of elementary literacy training, a desire to continue their education and training and the means of doing so."

The citation emphasises understandebly the words "unflagging efforts and the enthusiastic co-operation of the people", which contributed to the success of Gram Shikshan Mohim. It is the greatest tribute to the people about whom the Unesco citation talks that 9,700,000 men and women were made literate "going beyond the level of elementary literacy training". Thus a proper literacy milieu was created.

3.18 In the initial enthusiasm it was, however, difficult for the decision-makers in Maharashtra to plan seriously for follow-up programme and provide for it adequately. To some extent the movement could not keep its tempo because the programme was not adequately institutionalised and what is more important, its philosophy of self-reliance, which was based on community support, inter-departmental collaboration, low-cost budget, got eroded with the implementation of the nationally and internationally sponsored and cent per cent centrally assisted and centrally standardised project of Farmers Training and Functional Literacy in 1967-68. Among other things, this project, with its well-designed schematic budget and somewhat liberal central assistance, even for minor items which are traditionally provided by the community, acted as a damper for the Gram Shikshan Mohim of Maharashtra. The Maharashtra Government vied with other States in demanding larger allocation from this project and, in this process, the Gram Shikshan Mohim was forgotten and its philosophy of self-help and grass-root planning eroded and damaged.

SECTION IV

PATH-FINDER II : FUNCTIONAL LITERACY PROJECT

4.01. Section III reviewed the Village Literacy Movement of Maharastra which followed the mass campaign approach with considerable success. This was one of the path-finders. Another programme, Functional Literacy Project, started on a macro-level by the Central Government, but intensive in coverage and selective in its operation, and implemented in several states as part of agricultural development, has been instrumental in breaking new ground as far as structures, methods, materials, media and training of personnel is concerned. This Project, for the inevitable lessons which can be drawn by a literacy planner and manager has been reviewed in detail.

THE BACKGROUND

4.02. An important phase in the history of adult education in India has been the implementation of the Functional Literacy Project since 1967-68 to date. With the emergence of agricultural revolution, through the High Yielding Varieties' Programme (H.Y.V.P.), increased attention was given to the development of human input which was so vital in raising the agricultural production. To support this programme, a comprehensive educational effort known as the Farmers' Training and Functional Literacy Project was initiated in 100 selected districts out of about 360 districts in the country in 1967-67(1). This Pilot Project utilised an integrated approach in selected 100 districts with the Ministry of Agriculture responsible for all agricultural demonstration activities and farmers training,the Ministry of Education assuming responsibility for establishing Functional Literacy Centres, and the Ministry of Information and Broadcasting providing radio support through their farm broadcast units with limited technical assistance from three U.N. agencies, namely UNDP, FAO and Unesco. The target, under this integrated programme, was to cover five million farm families in 100 districts of the High Yielding Varieties of foodgrains, in a phased manner covering 32 million acres of land. The areas selected were among the most potentially productive in India, fully suitable for double and triple cropping. These districts were to receive supplies of high yielding varieties of seed, as well as insecticides and fertilizers in an effort to realize vast food production increases.

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(1) Farmers Training and Farm Broadcasting components - the two components out of three components, were initiated in 1964-65.

Objectives and targets of the Project :

4.03. The objective, among other things, was that the 5 million farm families living in these areas should undertand the need for change, and should apply modern methods of agriculture. Concretely the objective was linkage of production inputs with the technical know-how and skill of the farmer through a planned and organized training programme, supported by Farm Broadcasts and Functional Literacy. It provided for well-designed functional literacy input for the illiterate farmers engaged in High Yielding Varieties' Programmes to enable them to acquire literacy skills as also agricultural information which could be immediately used by them in their function, namely agriculture. While the total cost of the integrated project was Us$4.3 million, the UNDP assistance was of the order of US$0.15 million, i.e. 3.3 per cent of the total expenditure, mostly for equipment fellowships and a few experts, till June 1972, i.e. first phase of the project.

4.04. The Functional Literacy Project, as an integrated component of the Farmers Training and Functional Literacy, had also to cover 100 districts by the end of Fourth Plan, i.e. 1973-74 (within a period of five years), but the target population was to cover only one million illiterate adults with functional literacy programme to enable them to obtain both literacy and strategic agricultural skills and information of immediate use to themselves and to High Yielding Varieties Programmes. The Functional Literacy Project of India was one among many of the projects of the Experimental World Literacy Programme (E.W.L.P.) conceived in 1965-66.

Expansion :

4.05. The literacy efforts by the Ministry of Education were organized in direct collaboration with the Ministry of Agriculture in order to assist this Ministry in high priority development work. The project was implemented by the State Governments largely but in a few cases by some voluntary agencies, but was assisted by the Central Government, on a cent per cent basis on specific items for which model schematic budget was available. The Functional Literacy Project component was introduced in 1967-68 in three districts and expanded to ten districts in 1968-69. The other two components were operating in 50 districts. In 1969-70, 15 additional districts were taken up under the Functional Literacy Project, thus covering a total of 25 districts in all against 60 districts under the Integrated Programme of Farmers Training and Functional Literacy. Thus, because of the late start, the Functional Literacy Project was lagging behind and the endeavor always used to be to catch up with other two components. In 1978-79, it was functioning in 146 districts. The year-wise progressive increase in the number of districts(1) covered under the Project is given in Table 4.1.

Table 4.1. Expansion of Funtional Literacy Projects

S.N.	Year *	No. of districts
1.	2	3
1	1967-68	3
2	1968-69	10
3	1969-70	25
4	1970-71	60
5	1971-72	80
6	1972-73	100
7	1978-79	146

* The precise figures for the intervening years 1974-78 are not available.

4.06. From 1975-76 and onwards, Functional Literacy was extended to those districts also where other kinds of developmental projects like Small Farmers Development Agency (S.F.D.A.), Integrated Tribal Development Projects (I.T.D.P.) and Drought Prone Areas Programme (D.P.A.P.) were in operation.

4.07. Since the Project was of a pilot and experimental nature, it was envisaged that, because of its uniqueness and in order to test its efficacy, it should be subjected to regular evaluation. However, in terms of the number of participants covered under this project, it was equal to all the other projects in the Experimental World Literacy Programme. Thus, in contrast to most other countries, the Functional Literacy Project in India was not strictly an experimental pilot project located in one or two relatively small areas contiguous to each other and could not, therefore, be subject to an intensive evaluation treatment. In such a situation, the evaluation techniques, procedures and sampling had to be somewhat different.

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(1) The Project provided that in each district in the close vicinity of Farmers Traning Centre, there should be 60 Functional Literacy courses/ classes and in each course the number of participants should be 30. The duration of the course was roughly 10 months of about 350 hours.

Findings of Evaluation Studies

4.08 Right from 1967-68 when the Functional Literacy Project was initiated and till 1976-77, there were numerous evaluation studies of the Project, conducted by the Government of India, the Unesco-UNDP, universities and some individuals. It would be beyond the scope of this study to refer to all these studies. However, the following eight evaluation studies and reports need to be referred to in order to get an overview of how the various aspects of the Project fared during the course of its implementation.

(1) Joint Evaluation Study - Report of the Evaluation Committee, 1969.
(2) Report of the Quick Survey of Functional Literacy Project, 1970.
(3) Lucknow Pilot Study, 1970-71.
(4) Socio-economic Impact of Functional Literacy Programme, 1972.
(5) Evaluation Report on Operational Aspects of the Project, 1972.
(6) Report of an Experimental Study in Jaipur District, 1972-73.
(7) Experimental World Literacy Programme-Unesco-UNDP Evaluation, 1975.
(8) The Interim Report of Evaluation Committee on Farmers Training and Functional Literacy, 1976-77.

To understand various aspects of implementing even a small-sized literacy project, within the context of the vast size of a country like India, which is presently mounting a national scale project, it would be useful to analyse the results of various evaluation studies one by one.

Joint Evaluation Study: 1969

4.09 The first effort at evaluating the progress and impact of the programme was made in 1969 by a committee. The study(1) found that:

(a) Co-ordination was a weak element in a number of project areas; what was required was vertical inter-agency hierarchy with well defined points of authority and responsibility besides horizontal co-ordination;

(b) Farmer's dicussion groups had remained somewhat inactive and in some cases even non-existent;

(c) Functional Literacy Programme, due mainly to its use-value to the farmers, had met with satisfactory response.

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(1) Farmers' Training and Education Programme: Report of the Evaluation Committee; Government of India, Ministry of Food and Agriculture, Community Development and Co-operation, New Delhi, 1969.

Quick Survey: 1970

4.10 At the time of joint evaluation of the Farmers Training and Functional Literacy, referred to above, Functional Literacy component was in operation in ten districts only. A year after this study, the Functional Literacy Project had been extended to a total of 25 districts in 1969-70 and plans had been made to extend it further to a total of 60 districts in 1970-71. Prior to the expansion of the Project, it was thought advisable to have another quick look at the functioning of the Project after a year of the evaluation study undertaken by the Joint Evaluation Team. A Joint Team of Officers of the Ministry of Education, the Directorate of Adult Education, the Ministry of Agriculture and the Directorate of Extension visited the ten districts for a full month. A common frame of reference in the form of a detailed proforma for the Quick Survey was drawn up. This was the second effort at evaluation. The survey(1) revealed:

(a) Whenever and wherever inter-departmental co-ordination existed, the programme worked smoothly;

(b) In ony a few states functional reading materials and follow-up literature had been prepared;

(c) Effective supervision of and technical advice to literacy courses was possible in areas where full-time adult education officers were available;

(d) In certain districts, the functional literacy component of the Project did not receive adequate priority in the programme of farmers' training.

Lucknow Pilot Evaluation: 1970-71

4.11 A pilot evaluation study,(2) based on scientific methodology, was undertaken towards the end of 1970 in Lucknow - one of the first three districts where the functional literacy programme was started. This was the third effort at evaluation. The major findings were that: the programme was mainly directed to the small farmers in the active age-group, only 17.5 per cent dropped out, among the literacy skills, the participants efforts in reading were better than in writing; about 90 per cent were able to fill in a form plan and out of these 28 per cent did very well, about 12 per cent solved all arithmetic exercises correctly; an additional 10 per cent could solve less than 1/3 correct and 23 per cent could not solve any exercises. Retention of literacy was very high. Functional literacy made a positive impact on knowledge of crop farming, furthermore respondents made use of time to learn more about their crops after the conclusion of the classes. The experimentals fared far better than the controls in regard to awareness, interest, trial and adoption of high yielding variety seeds, fertilizers, implements and insecticised. They had also a significantly more favourable attitude to adult literacy. While nearly 40 per cent of experimentals had contacts with the extension personnel (mainly the village level workers), only 15 per cent of the controls had such contacts. The literate experimentals listened to radio in large numbers and more often than the illiterate controls.

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(1) Report of the Quick Survey of Functional Literacy Project in Ten Districts (Feb.-Mar. 1970) Ministry of Education and Youth Services, New Delhi, 1970.

(2) Farmers' Training and Functional Literacy Programme: Pilot Evaluation Study in Lucknow District (non-technical report), Ministry of Education and Social Welfare, Directorate of Adult Education, New Delhi, 1971; and Farmers' Training and Functional Literacy: A Pilot Evaluation Study of Functional Literacy Project in Lucknow District (Technical Report) Directorate of Adult Education, New Delhi, 1973.

4.12. This evaluation has presented evidence that the programme was efficacious in four major areas:

(1) developing literacy skills of varying degrees of utility,
(2) disseminating knowledge of improved agricultural practices,
(3) speeding up the adoption rate of these practices, and
(4) effecting certain attitudinal changes. This assumes special significance when we find that over 90 per cent of the Functional Literacy participants belonged to scheduled caste and other backward classes. The increase in level of knowledge of recommended agricultural practices has been influenced by the Functional Literacy Programme. The effect of the Functional Literacy Programme on the adoption of improved practices is a profound one.

Socio-Economic Impact Study: 1972

4.13 Another study(1) was launched to have a quick assessment of the impact of the Project This was the fourth effort at evaluation. Three districts (Kolhapur in Maharashtra, Agra in U.P. and Bagalore in Karmataka) in the three regions of the country and also the three cropping zones, rice, wheat, bajra and maize, jowar and paddy cultivation were taken up for study. Though in terms of changes in agricultural yield, levels of income, standard of living and socio-economic situation, there were variations in respect of three districts but the overall assemssment was that functional literacy had an impact in socio-economic development in rural areas. With regard to the agricultural yield, experimental villages showed marked increase in the average yield per acre as compared with the situation reported before the treatment was started and to the conditions prevailing in the control groups. The annual income of the participating farmers had increased substantially. The farmers under functional literacy treatment had more favourable attitude towards modernisation in general, and socio-economic improvement of their respective communities in particular. The peformance of the participants in reading, writing and arithmetic was fairly good.

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(1) Socio-economic impact of Functional Literacy Programme: Report of a Quick Assessment Study in three districts in India, Directorate of Adult Education, New Delhi, 1973.

Operational Survey: 1972

4.14 Towards the end of 1972, an evaluation(1), fifth in the series, of the operational aspects of the Project was carried out. It reviewed the various aspects of the project namely, objectives, target-setting, staffing pattern, administration, supervision, financial procedures, training, teaching materials and methods. reporting system, co-ordination and integration, etc. The Report provides an excellent feed-back on important issues like the organizational set-up, the targets, the staffing pattern, finance, administration, training, materials and methods and the teaching-learning situation. In regard to the main reasons for the project's actual difficulties, it was mentioned that there was no sufficient correspondence and relationship between the objectives set and the structural and organizational patterns of the project. The accent on high target setting and the race to catch up with the other two components, namely Farmers Training and Farm Broadcasting put a strain which could not be coped by the administrative machinery. It further observed that with the provision of adequate instrumental or facilitating inputs, like adequate and smooth budget allocations, competent teachers, abundant instructional material, full-time administration and supervision, efficient transportation, adequate facilities in the class, the degree of the illiterate farmers becoming functionally literate with positive changes in their attitudes and behaviour would have been considerably enhanced. This lack of support acted as a deterrent in the optimal functioning of the Project.

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(1) Farmers Training and Functional Literacy Project - Evaluation Report on Operational aspects of the Project: Directorate of Adult Education Ministry of Education and Social Welfare, New Delhi, 1972.

4.15. The Report also referred to some 'unprogrammed' facilitating factors like exceptionally strong motivation among some categories of participants, who treated literacy as a means of social advancement, dedication of the bulk of teachers and the educational personnel at the local and central levels as well as the staff of voluntary organizations - for whom eradication of illiteracy was not a routine administrative procedure, but a sort of crusade to dispose of one of the most serious social evils, which played very considerable rôle in making up for the structural and organizational drawbacks. The Report concludes that 'these socio-psychological factors, not easy to measure, may in the long run prove decisive for the success of the whole programme'.

Jaipur Experimental Study

4.16 During the period 1971-73, an experiemental study(1) was conducted in Jaipur district of Rajasthan State to determine the contribution of the three components (farmers training- FT, functional literacy-FL and Farm Broadcasting-FB) independently and in combination among them to agricultural production. This was the sixth effort at evaluation. A substantial proportion of the participants were in the age-group 15-35 years, belonged to middle and low caste groups, majority pursued farming as their primary or secondary occupation. Thus the programme reached the target group. Major findings of the study were:

(a) Literacy gains

There was wide variation in literacy gains; a majority were able to use their newly acquired literacy skills. Teachers had no clear idea of the concept and purpose of the functional literacy programme, as the size of the classes fluctuated too much. It indicated, among other things, that the criteria for enrolment were not consistently adopted and the survey data had not been fully used. While the average enrolment was 23.8, the average attendance was 16.8. The average dropout rate at the selected centres worked out at 25 per cent of those enrolled.

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(1) Evaluation of Farmers' Functional Literacy Programme: Report of an Experimental Study in Jaipur District (1971-73): Directorate of Adult Education, New Delhi, 1974.

(b) Motivation :

It was regarded by almost all as a serious problem. Participants desired that they required to be rewarded by preferential treatment in the allocation of seeds, fertilisers, insecticides etc.

(c) Administrative problems :

The common problems faced by teachers pertained to 'non-supply' or 'inadequate, irregular or untimely supply' of the needed articles, equipment and materials. Indefinite delays in payment of remuneration was a source of discontent among almost all the teachers, which, according to them, affected their morale and performance. Part-time supervisors could not visit more than one class in a month. Nearby centres centres were automatically visited more often. Moreover, the supervisory visits were more administratively-oriented. Lack of transport aggravated supervision problems.

(d) Socio-economic impact :

There was definite upward movement of scores in the experimental group from pre-programme stage to post-programme stage as far as awareness and understanding of agricultural practices connected with HYV(1) of wheat crops concerned. Such a change was not there in the control groups. Further, the increase in the knowledge of agricultural practices was found to be positively co-related with their performance in functional literacy test. Somewhat similar trends were noticed for awareness and understanding of practices connected with HYV of bajra crop. Comparison of the data obtained from experimental group respondents with that of control group indicated that the attitude of the farmers had changed favourably towards various practices which were considered as indicators of modernisation and progressive outlook as against traditionalism. Participation in the functional literacy programme quickened the process of extension contact. About two-thirds of the respondents who had never gone to any extension personnel at the bench mark stage, established contacts by the time of terminal stage in the experimental group. The frequency of contacts with extension agents also showed the same trend. Participation in functional literacy promoted the utilisation of mass and group media better than in groups where such participation did not take place. Participation in functional literacy programme contributed not only to the development of positive attitudes to adult education, but also to the conviction of the participants in its utility. This was not as well realised by the non-participant groups.

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(1) High Yielding Variety

(e) Participation in social organizations :

The results showed that in this area there was very little influence of functional literacy. The learners in the functional literacy groups did not reveal any sizeable variations in the pattern of social participation as compared to their own level of participation before joining the programme.

(f) Changes in adoption of new, improved agricultural practices :

Only 66 per cent of the respondents in the experimental group showed an increase in the adoption of various practices as compared to 51 per cent in the control group. This was considered to be a marginal difference. The conclusion, however, was that participation in functional literacy, even though not a factor directly influencing the adoption of practices, did help in maintaining them at the level at which they were before joining the programme. It was felt that changes noted in attitude would finally bring about a change in adoption at a subsequent period of time. The readiness to accept that change and the very appreciation of the utility of the innovative practices, as reflected by their change in attitude, was considered as a substantial gain from the programme.

Unesco and UNDP Evaluation: 1975

4.17 **Unesco and UNDP mounted**, in 1975, an evaluation of the Experimental World Literacy Programme and an Expert Group set up by them produced a Report(1). This was the seventh effort, but first at the international level, at evaluation of the Project, as far as India was concerned, the team largely depended on the findings of several evaluation studies referred to earlier. The Report mentions that since the principal objective of the Project was to enable the illiterate farmers to obtain both literacy and strategic agricultural skills and information of immediate use to themselves and to High Yielding Varieties Programme, it was therefore designed to be immediately functional. In other words, the project was intended to help in achieving specific operational food production goals. The Indian project of Functional Literacy was, therefor, unique because literacy efforts by the Ministry of Education were organised in direct collaboration with the Ministry of Agriculture. While the objectives were very laudable,the team observed that 'actual implementation of this policy was retarded by a number of organisational and administrative problems, coupled with fluctuating but generally low -to-moderate government interst in the project's success.

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(1) The Experimental World Literacy Programme: A Critical Assessment, Unesco 1976.

The consequences of such problems was a rather traditional approach to literacy instruction, running more or less parallel to certain work-oriented educational activities under the FAO part of the Project'. There was high rate of personnel 'turnover' at all administrative levels and lack of full-time personnel at all administrative levels and inadequacy of their training. The new orientations in the concept of adult literacy, which implied far-reaching changes in curriculum materials and methods, was achieved mainly through the organization of workshops and seminars of literacy writers at national and regional levels. During 1972 as many as seven workshops were organised to study the reading requirements of farmers, methods of ascertaining such requirements, approaches to integrating literacy with aspectes of agricultural development. Commending the efforts, the Report observes that 'throughout the last years of the Project, materials were tested and improved so as to promote integration with the agricultural component of the programme'.

4.18 In regard to allocation of resources for the Project, the Report observes that 'the government allocated far more money to the Project than was actually spent'. The main reasons for not utilising the funds to the full were largely due to various administrative bottlenecks because of the 'federal' nature of the country where implementation was the concern of the State Governments who themselves depended on the district authorities at the field level for day to day administration of the Project.

4.19 It has been admitted that the Project was vast in scope, far greater in terms of enrolment and geographical area than most other Experimental World Literacy Projects. The Plan of operation of the Project did not outline the administrative structures required for the smooth functioning of the Project. Towards the termination of the Project 'administrative shortcomings were eventually redressed'. It has further been admitted that the tremendous scope of the Project made comprehensive evaluation of all 'participating districts and villages a practical impossibility' and further 'the rapid expansion of the Project, and the demands for quick feedback, precluded the sytematic use of longitudinal studies employing baseline surveys and interim and terminal evaluation'.

4.20 The team finally concluded that 'in terms of the findings of the various evaluation studies, there was a general indication of positive results on nearly all fronts of the project-acquisition of literacy and numeracy skills, improvemnt in knowledge of new agricultural practices,attitudinal change, behavioural change (utilisation of newly-learned agricultural skills), and improvemnt in the standard of living, although differences were found among the various sub-projects and programmes. The results were sufficiently favourable for Unesco and UNDP to recommend continuation of the Project'.

Government of India Evaluation Committee: 1976-77

4.21 The latest review, the seventh effort at evaluation. was carried out by a high-level evaluation Committee on Farmers' Training and Functional Literacy set up by the Government of India in December 1976. The Evaluation Committee, in its interim report(1), submitted in November 1977, has admitted that the findings based on 'these visits and discussions does not make a comprehensive evaluation. But it focusses attention on those items which in the opinion of the Committee call for immediate consideration and action because upon them will depend the future shape and pace of farmers' training and functional literacy'.

4.22 In regard to achievments it has been observed that the operation of the integrated programme of Farmers' Training and Functional Literacy has meant the recognition of the importance of bringing together physical components of development and human resources that training and literacy can release. 'It has also been more than an educational programme, it has opned the possibility of providing a continuing socio-economic base to the primary producers in agriculture. Its impact has been felt during the last ten years on other activities also. The non-formal education programme of the Ministry of Education was really an adaptation and diversification of the same concept'. The Committee has referred to inadequate coverage of the rural poor, the integrated concept of Farmers' Training and Functional Literacy not transcending departmental outlook, lack of its percolation to the field level, want of planning from below, insufficient resources and incomplete utilisation, functional literacy being considered a 'country cousin, unco-ordinated working of the various components of the Programme, lack of a continuing apparatus for follow-up at the field level with the result that the old members of the literacy classes are 'left high and dry' without a mechanism whereby they can continue to avail themselves of various facilities, fragmentary and isolated arrangements for learning and instruction, uneven and unintegrated training facilities for personnel, non-suitability of educational material for local use. The Committee has further observed that: 'it was tempting to apply the centrally produced prototype material more or less in the original form except for linguistic translations'. There were also cumbersome administrative and financial procedures, understaffing of supervisory personnel, etc.

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(1) Towards Integrated Farmers' Training and Functional Literacy: The Interim Report of Evaluation Committee on Farmers' Training and Functional Literacy Programme, Government of India, Ministry of Education and Social Welfare, New Delhi, November 1977.

4.23 The Summation

The Project was always under the pressure of proving its viability; there were persistent demands for 'impact' studies. This led to the accent on techno-scientific approach to evaluation engendering summative or final evaluation as against activist-pragmatic approach or formative evaluation. The formative evaluation would have generated more pertinent - including quantitative data - which would have assisted decision-making. Initially, the bulk of evaluation procedures were, by and large, confined to *ex post facto* techniques. It was later on that bench-mark surveys were carried out in order to assess the full impact of the Project. However, in spite of many imperfections of the evaluation studies, it is to be conceded that these have been able to pin-point major areas of concern which are discussed below:

(a) Co-ordination and administrative bottlenecks

The common findings of several studies have been that actual implementation of the Project was retarded by a number of organizational and administrative problems. There was lack of co-ordination at various levels, between the different agencies involved in this programme. The Project was designed on the basic assumption that physical inputs alone were not adequate to bring about self-sifficiency in food production by introducing High Yielding Varieties of crops, but these have to be accompanied and matched by an equally intense input to human resources development. That is why the Functional Literacy component was added to the package. However, in actual practice, it continued to be unintegrated even up to the last day, due to a variety of reasons. Primarily it was very difficult to conceive of literacy as a positive factor; the agricultural and extension specialists always felt that supply of physical inputs was most important. They failed to recognize that the most significant take-off point in a nation's cultural, social and economic development is where it emerges from illiteracy to literacy and not from literacy to higher stages of education. Further, it was difficult for Education Department to organise the rural poor and also the materials and methods used were, by and large, not conducive to integration. The impression unfortunately grew that literacy was a fringe activity and not much could be expected from it. There were some indications, even in the initial years that the functional literacy programme would be treated as of marginal importance leading to unfortunate developments which tended to isolate this programme. This situation was made known very clearly by the then Secretary, Ministry of Education, in an address(1), to the All India Conference on Extension and Training in February 1970. Due to its importance, the relevant extract from the address is quoted in full:

> "Adult education and adult literacy is a total programme. It cannot be run in isolation and that too by one department and within that department by one officer who is over-burdened with many jobs. We have to pool the resources ——men, money and materials of all governmental departments dealing directly or indirectly with various programmes of adult education. It is high time that we free ourselves from problems of departmental jurisdiction and forge a united front to tackle this national problem. This type of close collaboration is not only essential at the national and state levels but it is even more important at the district, taluk and village levels. In this enterprise, I am sure that the Departments of Agriculture and the All India Radio will extend their full co-operation, and treat it not as a fringe activity but the hard core of the programme. Functional literacy is to be treated as equal among parterns and and not the last...." - page 8

The Evaluation Committee, referred to earlier, also repeated in 1977, after seven years of the Project, that functional literacy was being considered as a 'country cousin' (see para. 34). For policy planners of literacy programmes, one of the foremost considerations is to see that literacy is always treated as an important factor in development. This will ease the task of administrators and evaluators. One has also to reflect on the modalities of integration with other development projects and programmes. Integration does not mean subordination, but positive working relationships.

(b) Project Impact

Unlike other industrial or agricultural projects or programmes, the benefits of this project cannot be quantified precisely and perhaps no elaborate attempt should be made to do so. However, the major conclusion, based on the findings of various evaluation studies and researches, is that wherever and whenever the operations are systematic, inputs were available in required quantity and administrative and professional support was forthcoming in adequate measure, the Project did make an impact not only in regard to literacy gains but also in the increase of agricultural knowledge, adoption of improved agricultural practices and positive attitudinal changes. There seemed to be a close relationship between attitudinal changes and increased [illegible] productivity. Literacy for the participants was the main channel of social promotion. Contrary to economic and industrial projects, in the area of literacy it was difficult to measure gains and losses in monetary terms. The evaluation studies have, however, amply proved the fact that the main value of acquiring literacy skills lies in opening up new avenues of communication, which would have otherwise remained closed. It also facilitated and improved the transmission of further knowledge and acquisition of other skills. It brought about changes in human attitudes and, consequently, in human behaviour. It has also to be conceded that literacy is rather a long term developmental investment which may not be able to pay off immediately. Further, literacy is one of the important modernising factors and its impact cannot be assessed in isolation.

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(1) Chakravarti S., Functional Literacy: Its Relevance to Agricultural Production, Ministry of Education and Youth Services, Government of India, 1970, Publication No.883.

(c) Pilot to mass scale

The Project in India actually started its operations in 1967-68 in three districts. According to the Ministry of Education, Government of India,Annual Report(1) for 1978-79, it was functioning in 146 out of 400 districts. The plans were to extend the project to a few more districts during the year 1979-80. A very important development which took place in 1975-76 was to extend the coverage of the Project to non-high yielding variety crop districts and diversify its scope. The original plan visualised its operation in high yielding variety area districts only. In 1975-76, it was extended to cover one district under the SFDA (Small Farmers Development Agency) and during 1976-77 it was extended to cover one district under the DPAP(Drought Prone Areas Programme)and five districts under the ITDP(Integrated Tribal Development Project). The Annual Report for 1976-77 of the Ministry of Education and Social Welfare states that the scheme, having demonstrated the benefits of an integrated approach to rural development, was diversified in its scope to provide linkages with other development programmes.

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(1) Report 1978-79 Government of India,Ministry of Education and Social Welfare,Department of Education and Department of Culture,New Delhi, Government of India Press, Publication No. 1209, p.157.

Thus in the course of ten years' implementation it was realized that it was possible to apply the functional approach beyond agricultural-based programmes as well.

4.24 This project, rechristened as the Rural Functional Literacy Project, has now been incorporated into the bigger programme called the National Adult Education Programme (NAEP) initiated by the Government of India 1978. This project covers by far the largest number of participants of any single programme within the NAEP. In mid-1977, there were 34,868 classes/courses of about 10 to 12 months' duration each, with a total of 888,660 learners.(1) In fact the Ministry of Education Report for 1978-79 calls this project a 'pace-setter'. It has been the pathfinder and forerunner of the NAEP and provided the threshold for initiating this massive programme. It could justifiably be said that the Functional Literacy Project has survived after its pilot stage and did not collapse in 'a stunted, listless state' as happened to some other projects referred to in the Report on 'The Experimental World Literacy Programme'. It emerged, in a vigorous form, because attempts at scientific grafting and transplantation were continuously made. It would also be proper to mention that determined national effort in collaboration through Unesco, FAO and UNDP in initiating this project in the earlier phase was instrumental in developing a pilot stage project into a national scale movement. This is also one of the instances where the intervention of international agencies was eventually responsible for developing a programme which was incorporated into the national development plan as a high priority item.

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(1) Towards Integrated Farmers Training and Functional Literacy - the Interim Report of Evaluation Committee of Farmers' Training and Functional Literacy Programme, Government of India, Ministry of Education and Social Welfare, New Delhi. November 1977, page 4.

SECTION V

THE NEW DEAL: NATIONAL ADULT EDUCATION PROGRAMME

5.1 In the previous sections, literacy situation, from the point of view of implementation of micro and macro programmes and the evolution of literacy policy and strategy, has been reviewed in its broad contours. This has been done to highlight main strands in order to present a broad scenario in the country prior to the launching of the National Adult Education Programme in 1978.

THE PROGRAMME

Adult Education: Policy Statement

5.2 In March 1977, India entered into a very important phase of planning and implementation of literacy programmes. The Government of India, for the first time, announced draft policy statement embodying its determination to eradicate illiteracy. In the course of a year or so, this draft policy statement was examined at different levels and ultimately finalized in 1978. The policy clearly brought out the need for waging a relentless struggle against illiteracy. It states that the 'Government have resolved to wage a clearly-conceived, well-planned and relentless struggle against illiteracy' so that the masses are enabled to play an active rôle in social and cultural change. The policy supports the assumption that illiteracy is a serious impediment to an individual's growth and to the country's socio-economic progress, and admits that education is not necessarily co-terminus with schooling but also takes place in most work and life situations. It reiterates that learning, working and living are inseparable and each acquires a meaning only when correlated with the other. What is very significant in the plicy is the statement that the illiterate and the poor can rise to their own liberation through literacy, dialogue and action.

This conceptual position of the Policy Statement set the tone for evolving a National Adult Education Programme. The national policy on Adult Education brings out the salient features of the programme and its modus operandi and is worth studying(1).

National Adult Education Programme: (N.A.E.P.)

5.3 The Government of India, as soon as the Policy Statement on Adult Education was framed, set upon spelling out the operational components of the Programme and its outline was also finalized in 1978. This gave the broad framework of the N.A.E.P. The Working Group on Adult Education, set up by the Ministry of Education and Social Welfare at the instance of Planning Commission, to draw up detailed programmes for Five-Year Plan 1978-83, after intensive discussion in different specialized groups and committees(1), also finalized its report towards the end of 1978. While the main report is still in the draft stage and has not been printed but a summary of the draft report(2) was brought out in July 1978.

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(1) National Adult Education Programme - An outline, Ministry of Education and Social Welfare, Government of India, New Delhi, 1978, Publication No. 1139.

5.4 Thus it took about one year and nine months to clarify, at the national level, the conceptual framework of the National Adult Education Programme and recommend concrete measures for reaching the difficult sectors of the population, resource development, rôle of organizational and promotional agencies, instructional agencies, post-literacy and follow-up programmes, programme planning, planning and administrative structures, financial arrangements and phasing,methods of monitoring,evaluation and research. The Working Group suggested concentration of effort on the age-group 15-35 which, it was felt, was the most sensitive group and also important from production point of view. As stated earlier, the number of illiterates in the age-group 15-35 in 1977-78 was estimated to be 100 million.

Preparatory-stage

5.5 March 1977 to September 1978 were treated as a preparatory stage. During this period, a number of administrative measures and financial arrangements were finalized and the National Adult Education Programme was formally inaugurated on 2 October 1978, the birthday of Mahatme Gandhi,

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(1) About a dozen high-powered committees and groups were set up by the Working Group to consider special areas of concern, in depth and their reports are highly valuable. The Committees and groups dealt with such aspects as planning and administrative structures, reorientation of youth, financing, special problems of tribals, idemtification and training of workers in rural areas, motivational programmes, post-literacy and follow-up, evaluation, voluntary organizations, etc.

(2) Summary of the Report of the Working Group on Adult Education for Medium-Term Plan 1978-83, Ministry of Education and Social Welfare, Government of India, New Delhi, 1978, Publication No. 1171.

Father of the Nation. In actual practice, the National Adult Education Programme comprises of several components - one significant component is the on-going programmes of the Central Government, namely Functional Literacy Project and non-formal education programme for the age-group 15-25 which have now been combinedinto one single programme and rechistened as Rural Functional Literacy Projects (R.F.L.P.), financial support to State Governments for administrative structures, assistance to voluntary organizations in the field of adult education. The other components are the several on-going programmes of the State Governments and their further development in the light of targets set for the country

Targets

5.6 The N.A.E.P. visualises a target covering 65 million illiterates within a period of five years, i.e. by 1982-83, which is co-terminus with Sixth Plan(1) and additional 35 million in 1983-84, according to phasing indicated in Table 5.1.

Table 5.1. Phasing of targets of literacy in the age-group 15-35

Year	Annual coverage (in millions)	Cumulative coverage (in millions)
1	2	3
1978-79 (year of preparation)	1.5	1.5
1979-80	4.5	6.0
1980-81	9.0	15.0
1981-82	18.0	33.0
1982-83	32.0	65.0
1983-84	65.0	100.0

It was thus expected that in case the target of additional coverage of 65 million are achieved, the percentage of literacy in the age-group will increase from 38 in 1977-78 to 66 in 1982-83. This phasing is shown in Table 5.2.

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(1) With change in the Government at the Center in India in January 1980, it is understood that it has been decided that the Sixth Five-Year Plan will cover the period 1980-85.

Table 5.2. Targets of literacy during 1978-83 (projected)

(Absolute figures in millions)

Ser. No.	Year	Number of literates (position)	Additional persons to be made literate in the year	% age of age-group 15-35
	2	3	4	5
1.	1977-78	73.0	0.5	38
2.	1978-79	74.5	1.5	39
3.	1979-80	79.0	4.5	40
4.	1980-81	88.0	9.0	44
5.	1981-82	106.0	18.0	52
6.	1982-83	138.0	32.0	66
7.	1978-83		65.0	

The expected number of literates in the age-group 15-35 would increase from 73 million in 1977-78 to 138 million in 1982-83.

5.7 Though the targets set are modest but, undoubtedly in sheer numbers, the task is immense - such a massive attempt has not been made anywhere excepting in a few countries where the size was not so large, the assumptions were not the same as stated in the National Policy on Adult Education, namely 'that the illiterate and the poor can rise to their own liberation through literacy. dialogue and action', and the objectives to be achieved were not so lofty as the ones laid down for the National Adult Education Programme.

It will be observed from Statement I(page 90) that the following eight States, which were below the all India average literacy rate of 46.5 in 1976 in the age-group 15-35, the number of illiterates to be covered would be more than 40 million or about 68 per cent of 65 million illiterates in a period of five years:

		Figures in millions
Andhra Pradesh	=	5.60
Assam	=	1.55
Bihar	=	7.00
Jammu & Kashmir	=	0.65
Madhya Pradesh	=	5.30
Orissa	=	2.50
Rajasthan	=	3.50
Uttar Pradesh	=	14.12
Total		40.22

Concept

5.8 The N.A.E.P. emphasizes that Adult Education should impart skills to persons belonging to the economically and socially deprived sections of society. In order to create motivation for sustained participation in literacy and follow-up programmes, stress has to be laid on learning rather than teaching, on use of spoken language in literacy programmes and on harnessing of the mass media. The N.A.E.P. states motivation also depends on awareness among the participants that they can transform their destinies and that the adult education programmes will lead to advancement of their functional capabilities for the realization of this objective. A literacy programme which is unrelated to the working and living conditions of the learners, to the challenges of the environment and the developmental needs of the country, it has been mentioned, cannot secure an active participation of the learners; 'nor can it be an instrument of develpment and progress'. Thus the N.A.E.P. visualizes that Adult Education while emphasizing acquisition of literacy skills, should also be:

'- relevant to the environment and learners' needs;
- flexible regarding duration, time, location, instructional arrangements, etc.;
- diversified in regard to curriculum, teaching and learning materials and methods; and
- systematic in all aspects of organization'.

The emphasis is naturally on relevance, flexibility, diversification and systematization. The appraisal of the N.A.E.P. will depend, by and large, on the attainment of these objectives read within the context of the overall objectives stated in the above paragraph.

Costing and financing

5.9 The cost of making 65 million persons literate, as worked out by the Working Group on the basis of existing schematic budgets, is Rs.6,900 million for a period of 5 years - Five-Year Plan 1978-83 as against Rs.460 million provided in the earlier plans beginning from 1950-51 i.e. over a period of 27 years. The Planning Commission with the full approval of the National Development Council (the highest body in India to lay down overall policies in regard to social and economic development), attached the highest importance to adult education in the Five-Year Plan 1978-83 (Draft Sixth Five-Year Plan) in more terms than one. It provided Rs.2,000 million uner Education Sector in the Sixth Plan. For the first time, the allocations for elementary and adult education, the two integral components of minimum needs programme was substantially increased, when compared to the previous plans as shown in Table 5.3.

Table 5.3. Plan-wise sub-head expenditure on education (Plan Expenditure) (Centre, States and Union Territories) (Rs. in millions)

	First Plan (1951-56)	Second Plan (1956-61)	Third Plan (1961-66)	Annual Plans (1966-69)	Fourth Plan (1969-74)	Fifth Plan (1974-78)	Sixth Plan (1978-83)
1. Elementary Education	850 (58)	950 (35)	2 010 (34)	740 (23)	2 390 (30)	4 100 (32)	9 000 (45)
2. Secondary Education	200 (13)	510 (19)	1 030 (18)	520 (17)	1 400 (18)	2 500 (19)	2 680 (14)
3. University Education	140 (9)	480 (18)	870 (15)	780 (24)	1 950 (25)	2 920 (23)	2 650 (13)
4. Adult Education	50 (3)	40 (1.5)	20 (0.3)	30 (0.9)	50 (0.6)	180 (1.4)	2 000 (10)
5. Other Programmes	90 (6)	230 (8)	640 (11)	300 (9)	900 (11)	1 220 (9)	1 180 (6)
General Education	1 330 (87)	2 210 (81)	4 570 (78)	2 370 (74)	6 680 (85)	10 920 (85)	1 751 (88)
6. Art & Culture	(included in 5)	30 (1)	70 (1)	40 (1)	120 (2)	370 (3)	650 (3)
7. Technical Education	200 (13)	490 (18)	1 250 (21)	800 (25)	1 060 (13)	1 560 (12)	1 700 (9)
Total Education	1 530 (100)	2 730 (100)	5 890 (100)	3 210 (100)	7 860 (100)	12 850 (100)	19 860 (100)

(Figures in parenthesis indicate percentage to the total outlay/expenditure).

The provision of Rs.2,000 million, the Planning Commission indicated, consistent with its policy, would be in addition to the provisions that other agencies would provide for adult education. Multi-agency funding of the programme was strongly supported. It was recommended that resources for adult education should also become available from other developmental sectors such as tribal development, etc. Further Planning Commission gave categorical assurance that resources for adult education will not be a constraint and outlays will be stepped up if necessary, on the basis of the experience gained in the year to year implementation of the programme. The Planning Commission went a step further by including, for the first time, adult education as an integral component of the Revised Minimum Needs Programmes (R.M.N.P.)(1). The main thrust of the R.M.N.P.(2) is (a) to reach the poor directly, (b) to implement it through co-ordination with other developmental departments, and (c) to make it as an essential facet of area planning. The Planning Commission has emphasized that the R.M.N.P., including adult education, cannot be the sole responsibility of one Ministry, department, or agency. In fact, the programme is being regarded as a collaborative effort in which all Central and State agencies, industry, employers, organizations of workers, voluntary organizations, etc., will have to play an important rôle.

5.10 The targets were set for each State and so also the allocation. The State-wise targets are shown in the Statement (page 90). The outlay of Rs.2,000 million has been equally apportioned between the Central and State Governments - this kind of central leadership, guidance and financing in a programme, which is to be implemented only by the State Governments and Union Territory Administrations, is also an indication of the Government of India's earnestness that the entire burden of financing of adult education should not fall squarely on State Governments who, because of constraint of resources, were not and may not be able to find adequate funds for this high priority programme. The allocations approved and budgetted in the first two years of the Sixth Plan (1978-83) are roughly of the order of Rs.450 million, both for the Central and State Governments. It is too early to indicate as to how much expenditure will really be incurred on this Programme.

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(1) Various components of these programmes are (1) Elementary Education, (2) Adult Education, (3) Rural Health, (4) Rural Water Supply, (5) Rural Electrification, (7) House Sites for housing for landless rural labour households, (8) Nutrition and (9) Environmental Improvement of urban slums.

(2) With change in Government at the Centre in January 1980, tentative thinking seems to be to exclude Adult Education from R.M.N.P.

THE APPRAISAL

5.11 It may be too early to make an assessment of the progress of National Adult Education Programme. However, a number of studies and appraisals have already been undertaken and these are referred to in this Section.

Gujarat Study

5.12 An important study(1), initiated in the third week of August, 1978 and completed by January, 1979, highlights some facets about the progress of Adult Education Programme in the State of Gujarat where voluntary organizations are playing an important rôle in its implementation. The observations of the study in regard to some important aspects of implementation are given below:

(a) Literacy classes - average attendance

While about one-fourth of the AECs(2) conducted an average of 25-30 classes per month, and about one-half of them conducted an average of 20-25 classes per month, the performance of the rest of the AECs in this regard is far from satisfactory. It has not been possible, in this study, to examine the reasons for such a variance in the distribution of average number of classes held by the sample AECs. The average attendance per class, based on the information obtained from the attendance registers, was 25-50 per cent in the case of [illegible].99 per cent of the AECs, and 75 per cent and above in the case of 66.87 per cent of the AECs. However, on the day of the field visit, the percentages of learners attending classes were 50-75 per cent and above in the case of 42.94 per cent of the AECs and the remaining AECs recording less than 50 per cent of the learners attending the class. It is difficult to speculate reasons for such a differing pattern in the two sets of data. Nevertheless, given the usual inclination for 'keeping the records clean' one would suspect that even the average attendance found on the day of visit is a little on the higher side. The study observes: 'This speculation seems to have some credence on the basis of the reports of some investigators in their diaries that the learners and/or others not registered seemed to have been rounded up for the class in view of an advance knowledge about the visit of the investigators'. (Page 52).

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(1) Adult Education Programme in Gujarat: An Appraisal; Sarma, Atul, Shah, Vimal P., Parikh, Bhanumati K., Sardar Patel Institute of Economic and Social Research, Ahmedabad, 1979 (Monograph Series).

(2) AEC means Adult Education Classes.

(b) Achievement of learners

The study reports that about one-sixth of the learners had some schooling prior to attending the classes, though the detail as to the level and type of schooling they had are not available. At the time of the field visit, about three-fifths of male as well as female learners in the sample were found to have acquired skill to write. Additional 13.4 per cent of male and 18.2 per cent of female learners indicated some ability to scribble their names. The arithmetic ability of 38.3 per cent learners (40.5 per cent males, 35.5 per cent females) was judged to be good by the investigators; in additions, about 40 per cent of males and females were judged to be having an average level of arithmetic ability. The study observes that: 'Against the background of prior schooling of about 16 per cent of the learners, and the fact of two-thirds of the AECs having functioned for a period of six months, such a level of achievement of the sample learners seem to be very modest'. The reasons for this level of achievement have not been indicated because relevant data was not available.

(c) Impact on social awareness and functionality

Social awareness and functionality are the two basic components of the NAEP besides literacy and numeracy. The study observes that it is not only hard to construct appropriate objective tests relating to these aspects, but also difficult to disentangle the contribution of mass media and the like from learning in adult education classes. However, questions were included in the learner's questionnaire so as to get an idea about their achievement in terms of social awareness and functionality. Favourable responses to the questions of this type varied from 44.04 to 68.38 per cent. The study observes that considering the nature of questions, 'this level of achievement on the part of learners seems to be on the lower side." It goes on further to observe that as a matter of fact, there is reason to believe that the AECs are least equipped to deal with these two components of the NAEP." The study has diagnosed the reasons for this situation. The instructors had not received any appropriate teaching materials (which do not exist) relating to many important aspects of social awareness and functionality and there is no conventional way of teaching these aspects. It has been emphasized that if the NAEP is to succeed in achieving its stated objectives, this is an area which deserves much greater attention of planners and managers.

(d) Composition and background of instructors

The study is appreciative of the fact that the female instructors constituted 34.3 per cent of the total as against 30 per cent of the literacy courses meant exclusively for females. It has also been noted that about 64 per cent of the instructors belonged to scheduled tribes, scheduled caste and other backward communities and this more or less matched with the participants in these courses whose percentage was about 66. Further, younger teachers in the age-group of 20-30 were more than half. The study observes that: 'all these suggest that the organizers have attempted to make the NAEP acceptable to the people for whom it is meant', and this kind of composition of teachers is in conformity with the objectives of the NAEP.

In regard to qualifications of the instructors it was found that more than half (55.37 per cent) had education below the Secondary School Certificate level and one-fifth had passed the Secondary School Certificate examination. Over 80 per cent of the instructors were reported to have received training of some form or other for teaching at the adult education courses. The investigators did not examine the exact nature of the training given to teachers. However, it appeared that the motivation level of a large segment of the instructors was high. The study observes: 'then, with some of these strong points in favour of the instructors, one could have expected better performance of the learners'.

(e) Organizational and administrative aspects

In the course of study it was found that about 19 per cent of the instructors had not received their remuneration regularly; the inadequacy of the amount of remuneration was the feeling of about 61 per cent of instructors. For full-time instructors, who were about 12 per cent, the remuneration was too low.

Further, organizational and environmental inputs of the AECs, such as place of AECs, physical facilities like lighting arrangements, sitting arrangement, etc. were far from desirable. In the sample, covered by the study, only about 28 per cent of the AECs were found to be held in public buildings; an equal percentage were held in open space and about 37 per cent were held in the instructor's house. The study observes that open spaces and instructor's house for holding classes 'are far from ideal for their proper functioning' and 'the organizers will do well if serious thoughts are given to this aspect before the actual launching of the AECS'.

(f) Voluntary organizations quality of work

The study observed wide variation in the performance of the voluntary organizations in adult education:

Overall appraisal

5.13 The study has admitted that, because of the strict limitation of time, they could not analyse the more crucial aspects like the content of education, pedagogy - aspects contributing most to the success or failure of spread of literacy. It has also been felt that educational programmes deserve a much more comprehensive framework which goes beyond the managerial and administrative aspects, although they are important too. Continuing their limitations it has been observed that 'this study is not sufficient to indicate whether breakthrough in these areas is being made, and whether the adult education programme is assuming the character of a mass movement as would be desirable, and is clearly the intent of the NAEP'. However, the study has concluded as under:

'On the whole, while the NAEP in Gujarat was generally found to be addressed to the target groups kept in view under the NAEP, and it was found to have some other commendable aspects, all things considered, its achievement in terms of spread of literacy (Rs) is rather modest; and more so, in terms of social awareness and functionality'.

Rajasthan Study

5.14 Another important study(1), again of voluntary organizations as in Gujarat, the case referred to above, is the one undertaken in Rajasthan. The field work of the study was started on July 23 and was completed on August 31, 1979. The main findings of this study are(2):

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(1) Rao, T.V., Bhatt, Anil., Rama Rao, T.P., with Dixit, Deepti, Sarupria, D.S., National Adult Education Programme in Rajasthan-First Appraisal, Education Systems Unit, Indian Institute of Management, Ahmedabad, PSG Monograph 19, September 28, 1979.

(2) During 1977-79, 3,615 centres were sanctioned to 65 agencies in Rajasthan. The appraisal, in this study, is based on 1,785 centres (49% of the total centres of seven voluntary agencies).

(a) Composition of the target group

A rough estimate of the sex-wise and caste-wise distribution indicates that the percentage of males and females was 85 and 15 respectively, and those of scheduled castes and scheduled tribes was 12.5 and 20.8 respectively. For the State as a whole, the percentage of scheduled caste and scheduled tribe population in 1971 was 15.82 and 12.13 respectively. The variation between the two is because of the sample of the areas covered. The proportion of low income groups attending the courses was more then 60, hardly 2 per cent belonged to high income groups and the rest belonged to middle income groups. About 83 per cent of the farmers had agriculture as their main occupation.

(b) Average attendance

On the basis of the computation of the mean values from the figures given in the study, about 66.6 per cent farmers were attending the class on the day of the visit.

(c) Motivation

About 70 per cent of learners attend adult education courses because they are keen to read and write. For them to be able to achieve the state of reading and writing is itself important than any of the other advantages. It appeared that they just enjoyed the state of being able to write and read. A substantially high per cent of them also join the centres in order to learn to maintain the accounts.

(d) Learners achievement

The study indicates that 91 per cent could read a sentence; 77 per cent could write a sentence; 59 per cent could perform simple additions and 43 per cent could perform simple subtraction. About 37 per cent of the adult education centres could be classified as good or excellent, about 35 per cent are of average quality and about 25 per cent of the centres were poor. A very high percentage of learners, who attend the centres, are becoming literate; the percentage estimated to be roundabout 70-80 giving a margin of 10-20 per cent for sampling error.

(e) Organizational and administrative aspects

About 41 per cent of the centres were located in the instructor's house; 12 per cent in open spaces; 11 per cent in temples; 4 per cent in school buildings; 8 per cent in Panchayat buildings and the rest in the houses of learners and village elders.

Distance of the centres from the house, inadequate facilities at the centres, were some of the problems cited by the learners. Inadequate facilities at the centres (about 49%), irregular payment of remuneration, (about 13%) and inadequate remuneration (about 13%) are some of the administrative problems mentioned by the instructors.

(f) Composition and background of instructors

On an average, the qualifications of 24 per cent of the instructors were below Class VIII standard. It was found that higher level of education facilitated greatly the effective running of the literacy centres. Persons with requisite qualifications are not available. A majority of the instructors were between 20-30 years. About 14 per cent of the instructors were between 16-20 years and 46 per cent in the age-group 21-25; 20 per cent in the age-group 26-30, 6 per cent in the age-group 31-35 and 13 per cent above 35 years. About 35 per cent of the instructors belonged to scheduled caste and scheduled class groups. About 90 per cent of the instructors belonged to the same village where literacy classes were running. About 76 per cent of instructors come from agricultural class. A substantially high percentage of the instructors were contacted by the agencies and involvement of the villagers in identifying instructors appears to be uniformally low. About 80 per cent of the instructors seemed to have accepted this work either with a zeal to do some service in the village or to help increase the literacy of the village. The study has indicated that the 'instructor' is the most critical part of the programme.

(g) Preparedness for literacy

The study indicates that about 88 per cent of the village elite had a positive attitude towards literacy and were willing to help because the work done was useful. About 97 per cent of the potential learners expressed their willingness to join the course for various puposes.

Overall Appraisal

5.15 The budget provided for running literacy courses is very conservative and in spite of low budget, if adult education has to do well certain amount of spirit of social service and commitment on the part of agencies, supervisors and village elite should intervene. The study observes: 'it appears that about 15 to 18 adults per centre are definitely becoming literate. A few of them are getting something more than literacy and they belong to the economically lower sections of the society'. Inter-agency communication of the results of various experiments in literacy work will facilitate programme improvement. Better performance is possible if more attention is paid to the selection of instructors and supervisors. One week or ten-day training can accomplish very little to develop professional competencies of instructors and supervisors. While good attempt has been made to design curricula appropriate to the learners occupations, there is still a great scope for developing localised curricula. Developing short modules on a variety of topics may be greatly useful. The present curricula are very weak in relation to functionality and social awareness. Excepting All India Radio in Rajasthan, no other media has been helpful to the programme. The study feels 'that the follow-up programmes are very weak and not much is happening in the villages where adult education courses have completed their ten-month period'. The study warns that 'if adult literacy has to be successful, a number of other things should happen with it'. Explaining this further, it has stated that if in a village where a number of farmers have become literate the Agriculture Department, the Agricultural University or the Block Development Office should supply continuously or periodically literature which is useful to the farmers for their work, it will give useful information and help the farmers to use the instrument. The study laments the fact that 'although this (adult education) is a developmental programme concerning all departments very little involvement is shown by departments other than education'.

Uttar Pradesh Appraisal of Literacy Programme

5.16 While the Gujarat and Rajasthan studies, referred to earlier, reviewed the working of adult literacy programme implemented by voluntary organizations in the States of Gujarat and Rajasthan, no such systematic studies are available in respect of other states where the implementing agency has been, by and large, the Government. However, in regard to one State, namely Uttar Pradesh, a quick appraisal was done by the Government itself and for its value in understanding the situation, it is worthy of mention.

5.17 In one of the progress reviews on the implementation of the Programme, prepared by the Planning Department of the Government of Uttar Pradesh(1), in July 1979, some of the important findings are: the targets for the setting up of literacy centres has been falling short from year to year, the percentage achievement during 1975-76; 1976-77 and 1977-78 has been 94.2, 90.0 and 69.4 respectively; on an average there was a shortfall of 25 per cent in respect of the number of illiterates made literate; analysis indicated that only 18.7 learners per centre could be made literate; there was a gap of one or two months between the issue of Government orders for implementing the programme and actual date of starting the programme; the Department had not given any clear instruction in regard to such matters as the number of people to be enrolled at each centre, maintenance of registers and other basic information to be recorded at the adult education centres; the evaluation cell could not get basic facts; the delay in release of finances from the State to the district/projects resulted in delayed payments to instructors which caused difficulty in their efficient working, at the district level; the functionaries lacked enthusiasm which was responsible for ineffective supervision; the special groups for whom the adult education programmes had been introduced were not even aware of the programme; the instructors found it difficult to motivate the learners.

5.18 Even though the programme of adult education and literacy has been going on in the U.P. for a number of years and in an intensified form since 1974-75, it is understood that no suitable infrastructure has developed at the district and the block levels. The work at different levels has been mostly attended by functionaries from formal education system as an additional item of work. Part-time departmental functionaries were not properly supervising the work and at best their contribution was one of indifference. The supply of equipments, aids and materials to the centres was very erratic. No standards of measuring the achievements of learners and assessing the impact of the programme were indicated.

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(1) Uttar Pradesh (U.P.) State is 1/6 of the country's population (88 million -16.1%- out of 548 million); population-wise is the largest. In area it is about 9 per cent of the country less less than Madhya Pradesh and Bihar. The percentage of literacy in U.P. in 1971, for the entire population was 22 as against the national average of 29. Out of the total number of 107 million illiterates in the age-group 15-35 in 1976, the number of illiterates in U.P. was around 20 million about 1/5 i.e. among every five illiterates in India, one belongs to U.P. The percentage of literacy in the age-group 15-35 in the U.P. was 36.0 as against the all India average of 46.5. Out of 54 total number of districts in U.P., there were 44 districts where the percentage of literacy was below 40.

Ministry of Education Appraisal

5.19 In a recent publication entitled 'National Adult Education Programme' the First Year[1], the Ministry of Education has listed the steps taken in the areas of resource development and structure, programme management, financial arrangements, monitoring and evaluation during the first year of implementation - 1978-79. It is one of the best documents on operational evaluation of the National Adult Education Programme. The most important conclusions of this evaluation are given below.

(a) Level of commitment

While the Programme has indeed got off to a start,'it has become increasingly evident that it would be wrong to assume that all agencies responsible for the planning and implementation of this Programme necessarily have a commitment to it', and it has warned that 'the mechanisms of vigilance must remain active to deepen commitment' and has cautioned 'against persistent danger of the Programme becoming a mere literacy campaign, rather than a part of the country's strategy of economic development and redistributive justice'.

(b) Uneven progress is States

In regard to progress of the Programme in the States, it has been mentioned that it is uneven; the States which have the largest chunks of illiteracy pockets are lagging behind either due to delay in laying down of new procedures for selection of personnel necessitating deferment of implementation or reduced outlays and absence of voluntary organizations. In certain States, particularly the ones which are comparatively better off from the point of view of literacy rate and economic development, there has been mushroom growth of voluntary organizations and in other States the mobilisation of voluntary organizations is not picking up. Out of 603 voluntary organizations, approved for financial assistance, 388 organizations (64%) were in four States of Maharashtra, Gujarat, Rajasthan and Bihar, and grants approved for these organizations amounted to Rs.29 million(about 62%) as against the total of Rs.47 million. It is felt that this kind of distribution of grants may raise the question of equity especially when the bulk of the resources are becoming available to the areas where illiteracy is not so severe.

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[1] National Adult Education Programme: The First Year, Ministry of Education and Culture, New Delhi, October 1979, Publication No.1241. This Report is based on brief progress reviews, supported by quantitative data, about the status of the NAEP, sent by different States, and the findings of the visits of officers of the Ministry of Education to various states.

(c) Absence of systematic curricula

It has been mentioned that while the Directorate of Adult Education, at the national level, has been undertaking extensive study of the subject of curricula development, and some significant advances have been made in developing methodologies of curriculum construction, and most agencies producing instructional and learning materials have based their materials on some curricula objectives, 'yet systematic curricula have seldom formed the bases of teaching and learning materials in most caes'. The analysis indicates that the materials are, by and large, not based on scientifically developed curricula,do no seem to be relevant to the needs of learners; building a system of evaluation in materials development has not been possible. The materials are therefore not learner-oriented. There is minimal use of media other than printed work. No serious attention is being paid to the production of post-literacy and follow-up materials.

(d) Training - its quality

While the training of key personnel of various types has proceeded satisfactorily, there is, however, 'a great variation in the manner in which training is organized for instructors' and there is much to be desired in the quality of their training and 'these training programmes are, moreover, organized in a routine and unimaginative manner'. One of the reasons cited is the number of trainees which is 'generally so large that effective programmes are difficult to organize'.

(e) Resource structure development

Considerable thought has been given to resource structure - in fact it has been possible to set up institutional facilities at the State Headquarters to back up the programme. Most of the States have either full-pledged Directorates of Adult Education and in some States, senior officers have been put in charge of adult education, with necessary supporting staff. It was expected that since district is an important unit for planning and implementation, that District Resource Units would be set up to take responsibility for training of the instructors and initiating other professional activities. It was assumed that in each district there are a number of institutions and individuals capable of co-operating with the implementation agencies at least in the provision of resource support. While the instructors and individuals are available, effective arrangements for securing the contribution of the various agencies and individuals in the districts has not been worked out.

(f) Linkages with developmental agencies

Positive steps have been taken for forging effective linkages at the national level, with various developmental agencies, but such linkages have not been established at the State levels as well. Apart from the National Board of Adult Education at the national level, State and District Boards have been set up but are not functioning effectively.

(g) Field level personnel problems

The critical unit in the whole programme is the adult education centre which is in charge of an instructor or an adult education organiser. It has been mentioned that reports, however, continue to be received, that the honorarium is too low to attract good workers. While practically all voluntary agencies and Nehru Yuvak Kendras (Nehru Youth Centres), as well as several State Governments have preferred local village youth as adult education instructors, availability of a large number of unemployed trained 'teachers' has made some State Governments give them a preference in appointment'. As part of the functionality concept, it was felt that utilization of the various development functionaries, e.g., community health volunteer, secretary of local co-operative society, milk collector, etc., as adult education instructors would be desirable. However, in practice, only rarely are these persons so engaged.

Press comments

5.20 One of the leading newspapers(1), in its editorial, commenting on the Ministry of Education's appraisal observed that the Central Government, among other things, is attributing the failure of the National Adult Education Programme to the delay in hiring personnel, 'but the main reason why the scheme has yet to get off the ground are quite different'. The reasons indicated are that 'there simply is not enough money to go round' and 'in States like U.P. and Bihar, there is also opposition to the programme from landlords who are not keen that the villagers begin to read and write. For with that comes the assertion of rights'. The paper further states that 'the crucial problem of the paucity of funds can be tackled not by spreading resources thinly over the entire country, but by identifying certain backward areas in the countryside and concentrating on them'. Surprisingly, the paper seems to be aware of the contribution made by the pioneering campaign of Gram Shikshan Mohim (Village Literacy Movement) of Maharashtra referred to earlier in Section III. The paper observes 'after all, the task of making adults literate calls as much for proper organization as funds and the experience of schemes like the Gram Shiksham Mohim in Maharashtra, for instance, shows that villagers can be taught to read and write basic sentences for only a few rupees a head'. Pleading for Centre's deeper involvement in the implementation of the Programme, the paper advises: 'it will be better if the Centre continues to keep an eye on the functioning of the programme, rather than allow each State to take charge of it entirely'.

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(1) The Times of India, December 13, 1979.

Hoping that 'if State Governments are prepared to co-operate, there is no reason why personnel at the village or district level, including primary health workers, cannot be inducted into the scheme. The health worker, in particular, will already have established contact with women, for whom education will open new vistas'. Similar have been the comments of other leading newspapers on the appraisal report of the Ministry of Education.

NAEP Review Committee 1979

5.21 Following the appraisal undertaken by the Ministry of Education, referred to above, which indicated that the programme might become merely a literacy drive as the functional and developmental aspects had not received the expected attention, the coverage of women was lagging behind, involvement of the State Governments was partial, the Ministry of Education and Culture set up a Review Committee in October 1979, 'to examine ways and means to strengthen the National Adult Education Programme', under the Chairmanship of Professor D.S. Kothari (ex-Chairman, Education Commission 1964-66 and Chairman, Ministry Grants Commission). The Committee submitted its report (1) at the end of April 1980. The Committee have undertaken an in-depth study of individual states in order to find out the exact position. It is not, however, difficult to anticipate the main findings of the Committee.

THE FUTURE

5.22 For the first time, the Government have invested large funds in literacy programme. These investments have not yielded the desired results - reviews of the National Adult Education Programme, referred to in this Section, have highlighted the main shortcomings. Crash programmes inevitably crash if systematic planning and efficient management is not thorough. Only a strong political will, combined with a better conceptualisation of the programme in concrete terms, and systematic planning and management, at the operational levels, i.e. districts, blocks, supervisors, literacy workers, participants can save the programme from total collapse. The slogan has to be "now" or "never".

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(1) The Report is not yet available for the public.

Statement : 90

Targets of Adults to be covered under Literacy and Outlays for Adult Education in State Plans - 1978-83

S.N..	State/Union Territory	Targets of Literacy (in million persons)	Financial Outlays (Rs.in millions)
1	2	3	4
1.	Andhra Pradesh	5.60	90.0
2.	Assam	1.55	25.0
3.	Bihar	7.00	120.0
4.	Gujarat	2.60	40.0
5.	Haryana	1.60	20.0
6.	Himachal Pradesh	0.39	6.0
7.	Jammu & Kashmir	0.65	10.0
8.	Karnataka	3.30	50.0
9.	Kerala	0.90	14.0
10.	Madhya Pradesh	5.30	90.0
11.	Maharashtra	4.50	70.0
12.	Manipur	0.09	1.7
13.	Meghalaya	0.09	1.8
14.	Nagaland	0.07	1.0
15.	Orissa	2.50	44.0
16.	Punjab	1.40	22.3
17.	Rajasthan	3.50	56.0
18.	Sikkim	0.03	1.0
19.	Tamil Nadu	4.00	64.0
20.	Tripura	0.15	5.0
21.	Uttar Pradesh	14.12	177.3
22.	West Bengal	4.60	73.0
	Total States	63.94	982.1
23.	A&N Islands	0.02	0.3
24.	Arunachal Pradesh	0.08	1.5
25.	Chandigarh	0.02	1.5
26.	Dadra & Nagar Haveli	0.01	0.7
27.	Delhi	0.70	8.3
28.	Goa Daman and Diu	0.08	3.1
29.	Lakshadweep	0.03	0.5
30.	Mizoram	0.08	1.0
31.	Pondicherry	0.04	1.0
	Total Uts.	1.06	17.9
	INDIA	65.00	1000.0(1)

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(1) In addition to this, there is an outlay of Rs.1000 million in the central plan of the Ministry of Education and Culture for assistance to voluntary organisations and support to State Governments for administrative structures and for on-going literacy projects.

SECTION VI

THE BACKBONE: RURAL YOUTH - THEIR LEARNING NEEDS

Youth in Age-Group 15-24

6.01. Section III, discussed the objectives enunciated and the targets set out in the National Adult Education Programme. The results of several evaluative studies, carried out during the last two years, have been x-rayed and analysed. This has provided sufficient food for thought and grist for action. While the N.A.E.P. is intended to cover the age-group 15-35, as the main target group, it may be necessary, for purely logistical reasons, to consider specifically an important segment of this population, namely the age-group 15-24 who form the backbone of the youth. The significance of this group is immense and investment in its education will obviously pay rich and early dividends. The motivation of this group is stronger and its educability greater. As peer group learning is very significant, the students as well as persons selected and trained from among the group itself can be used effectively for the development of the programme. It is no use escaping from the sheer necessity of identifying their learning needs distinctly and designing and organising programmes for them.

Literacy Status

6.02 The population in the age-group 15-24 in 1971 was 91 million as against 73 million in 1961. Purely from literacy point of view, the size of the problem can be assessed from Table 6.1.

Table 6.1. Literacy Status of the Youth in age-group 15-24, 1961-1971 (Absolute figures in millions)

	Literate			Illiterate		
Year	Total	Male	Female	Total	Male	Female
1	2	3	4	5	6	7
1961	26.33 (35.96)	18.74 (50.92)	7.59 (20.85)	46.88 (64.04)	18.06 (49.08	28.82 (79.15)
1971	43.65 (48.19)	29.08 (62.14)	14.57 (33.29)	46.92 (51.81)	17.72 (37.86)	29.20 (66.71)

(Figures within parentheses indicate percentages)

The percentage of illiteracy has decreased but the number of illiterates has not decreased! During 1961-71 decade, because of population increase mostly, the number of illiterates has remained almost stationary - some increase in the case of women and a slight reduction in the case of men. The number of illiterates was 47 million out of the population of 91 million.

Educational Levels of 15-24 Youth

6.03. A further insight into the learning needs of this group of population can be had by looking at their educational levels and their distribution between rural and urban areas. This information is given in Table 6.2.

Table 6.2. Population in the age-group 15-24 by educational levels - sex-wise and urban distribution - 1971(1). (Absolute figures in Millions)

S.N.	Classification	Total	Male	Female	Rural	Urban
1	2	3	4	5	6	7
1.	Illiterate	47.60 (51.83)	17.96 (37.64)	29.64 (67.18)	41.93 (59.53)	5.67 (26.48)
2.	Literate without educational level)	7.30 (7.95)	4.45 (9.35)	2.85 (6.46)	5.72 (8.12)	1.58 (7.38)
3.	Primary level (class V standard)	12.93 (14.08)	8.01 (16.79)	4.92 (11.15)	9.41 (13.36)	3.52 (16.44)
4.	Middle level (class VIII standard)	13.06 (14.22)	9.28 (19.45)	3.78 (8.57)	8.07 (11.46)	4.99 (23.31)
5.	Matriculation/ higher secondary level)	8.51 (9.27)	6.18 (12.95)	2.33 (5.28)	3.73 (5.30)	4.78 (22.33)
6.	Non-technical diplomas and certificate holders	0.07 (0.08)	0.05 (0.10)	0.02 (0.05)	0.03 (0.04)	0.04 (0.19)
7.	Technical diploma/ certificate holders	0.15 (0.16)	0.08 (0.17)	0.07 (0.16)	0.06 (0.09)	0.09 (0.42)
8.	Graduates and above	2.22 (2.42)	1.71 (3.58)	0.51 (1.16)	1.48 (2.10)	0.74 (3.46)
	Total	91.84 (100)	47.72 (100)	44.12 (100)	70.43 (100)	21.41 (100)

Source: 1971 Census figures - estimated from one per cent sample data. It is because of this that there are some variations in the figures between this and the earlier table.

(1) Figures within parenthesis indicate percentages.

It is clear that the males as a whole and men and women in urban areas, were, by and large, highly educated. The number of males, who were Class VIII pass and upwards, was 8.02 million (16.81%) out of 47.72 million. The number of females was only 2.93 million (6.64%) out of 44.12 million. In the rural areas, where the population in this age-group is 70.43 million, the number of persons with middle class VIII pass and upwards qualification was only 5.30 million or about 7.53%, while in the urban areas the number was 5.65 million which formed 26.39 per cent of the total population of 21.41 million.

6.04. With such a low level of educational profile in rural areas, the learning needs would be materially different from those of urban areas. The 1981 Census may not produce a significantly different educational profile of the rural areas.

National Board of Youth Welfare

6.05. While it is true that literacy planners are aware of the predominantly rural character of their clientele, this awareness, however, seems to be more statistical than real and is not accompanied by a continuous recognition of its implications for programme formulation and implementation. Thus we find the literacy structures, materials, methods, media, designed in a non-rural setting and in a non-literacy milieu, are not only elitist and urban-centred in content and methodology, but also give an orientation to the system which is alien to rural pockets. Purely for logistic purposes, the adult education planner has to recognize the fact that youth and adults in the age-group 15-35 cannot be kept in one basket and treated as if there were no differences in the interests, abilities, needs and aptitudes of the population in the long slab of 20 years. During the next few years, India in going to face, in a menacing fashion, the problem of rural youth (age-group 15-24) in its various forms. The Government of India took the first and one concrete step, in this direction, by designating in 1969 the Ministry of Education and Youth Affairs. The National Board of Youth Welfare was also set up by the Ministry of Education. A number of concrete programmes were formulated to serve the needs of urban and rural youth. From 1972, Youth Affairs became the charge of a small department and a number of schemes, initiated earlier, were continued on a low key. In 1979, the National Board of Youth Welfare was revived.

Non-Formal Education

6.06. As indicated earlier, 52 per cent of the population in the age-group 15-24 are not literate and what is depressing is that in addition to these illiterates there are many more who do not have the kind of education or the training that will enable them either to fulfill their potential or meet successfully the problems of life and work they will be confronted with.

In more specific terms, measure to increase youth participation in the economy - a central concern of most national youth programmes - tend to require, or even pre-suppose a minimum level of literacy and numeracy in the training they provide, whether institutionally based or on-the-job apprenticeships. Perhaps one could do what many developed countries have attempted to do (some have succeeded in doing), namely, extend educational facilities for rural youth, motivate or enforce 100 per cent attendance alongside 100 per cent enrolment at the elementary stage of education, change the curricula and methods of teaching to make education given in schools more in tune with the social, economic, civic and environmental requirements of the pupils and provide for training and orientation programmes either in a formal or non-formal supplementary educational system to take account of the past school requirements of the school graduates. This will involve considerable time. Besides, this seemingly obvious answer is really no solution, not merely for financial reasons and non-availability of the required personnel with appropriate skills, but also because the social, economic and cultural structure and environment in the rural areas will not permit such a coverage of its youth by a formal educational system with all its rigidity. This does not mean that formal schooling has no place in the rural areas. However, the greatest constraints to the expansion of formal schooling at the elementary stage of education has now been reached in India as we are now approaching that segment of the population which is below the poverty line and whose children belong to 'resistent-to-education' group because of the economic and social constraints and the irrelevance of the educational system to their urgent needs. Therefore, non-formal education has to play a much more important rôle in the rural areas not only to look after the requirements of the 'resistent-to-education' groups, non-starters and drop-outs at the elementary stage,but also cater to the needs of elementary school graduates who are unable to continue their formal education. These learning and training needs should enable them to meet the challenge of life, work and community living, as also make up the gaps in the learning they have acquired in elementary schooling. Further learning and training will also be needed even for the rural youth, who have completed their secondary education and are either unwilling or unable to proceed for higher education. This kind of exposure should enable them to face the challenge of rural life, in addition, of course, to covering up the gaps in their secondary education from the point of view of work, environmental adjustment and community living.

6.07. The adult education planner's assumption that literacy and numeracy alone are basic components of the learning to be acquired by rural youth is not fully correct. Even more important than this 'academic' knowledge, rural youth badly need training in specific skills, knowledge of the environment and ways of utilizing it to human advantage, the different types of economic activity with special reference to knowledge and skills by which these activities can be made more efficient, more productive and more profitable, the working of legislation and institutions, civic rights and responsibilities and community living, the ingredients which improve the quality of life such as nutrition, hygiene, sports, aesthetics, family life and welfare, and moral and spiritual values. The non-formal education should also help in the development of positive attitude to life such as co-operativeness, discipline, dignity of labour, pride in one's work, persistence, scientific temper, self-reliance and self-confidence.

Integrated Rural and Area Development

6.08 Before formulating a programme for meeting the learning needs of out-of-school rural youth, it is necesssry for an educational planner to outline a conceptual framework of what these needs are and what is their realtion to the basic problems of rural society. The basic problem of rural society is under-employment and unemployment, low productivity, and extensive mass poverty The concept of integrated rural development requires that development in each sector of rural activity is linked with every other rual sector with each meeting the needs and utilizing the output of every other sector. This mutual reinforcement is expected to lead to an overall rate of growth of output and employment. This concept of integrated rural development is also closely linked up with that of area development, where the focus of development is a given area with its complex of resources, natural and human, individual and institutional, actual and potential, utilized and unutilized. Its object is to bring about an integrated development of the area under reference. These two concepts, of course, are not mutually exclusive.

6.09. Integrated rural area development will have to be multi-sectoral in approach, dealing not only with agriculture but also with non-agricultural activity, such as processing agricultural produce, small industries, handicrafts, infra-structure and services. Rural economy has to be diversified and employment maximised; science and technology has to be inducted into rural development but of an appropriate kind; productivity has to be increased; and economic activity and area development dovetailed so as to lead to maximum output and maximum employment.

6.10. Education for rural youth has to be viewed in the light of this socio-economic background and objectives of rural India. The educational needs of rural youth will largely have to be met by non-formal methods that have found but little place so far in the rural educational set up in India. It is also to be remembered that the present antiquated and out-moded formal system must also adjust to the same note of appropriatness, relevance, and adjustment to change so that ultimately the distinction between formal and non-formal systems ceases to exist.

6.11. The planner has also to consider the rural youth group's non-formal educational needs in terms of two broad categories, namely,

(a) Youth who had not had any primary schooling or the non-starters and those who had left the primary school before completing five grades or the drop-outs (their number in 1971 was over 47 million).

(b) Youth who have had five (or six in some cases) years of primary schooling.

In the case of category (a) group, the objective should be on literacy and numeracy; but to be taught through some form of activity. Local agriculture, handicrafts, natural resources, festivals and folk tales, national heroes and history, all these and other items falling within the world of experienced knowledge by the recipients is more likely to make the lessons both interesting and more effective of absorption than lessons modelled on the formal scholastic basis. Once the non-starters and drop-outs have acquired this basic training in literacy and arithmetic, linked to local experience and local environment, they can become ripe for undergoing the training which will enable them to take part in integrated rural area deveopment and play not only a useful but also rewarding and satisfying rôle in rural society. At this stage, they can be joined by the school leavers, who have completed their primary schooling and do not find it possible to continue their formal education. This is the category (b) group referred to earlier, and it will constitute the most important sector of the rural youth for whom education and training has to be provided on a non-formal basis.

Production oriented training

6.12. In devising employment and/or productivity-oriented training programmes for the rural youth, account must be taken of the fact that most of them will continue to reside in their rural environment, will be self-employed rather than working for wages, will also be seeking part-time employment for cash. Further, agriculture will continue to be dominant economic activity, with agro-based industrial activity, handicrafts, repairs and maintenance of modern equipment used in the rural areas and services relating both to Government and the productive private sector. Several experiments (1) have been made in the developing world to set up non-formal educational and training institutions which could be adapted to local labour market conditions and integrated with other development activities in the rural areas. There is no denying the fact that if non-formal education is to help the illiterate and the disadvantaged, its content must be appropriate to their needs and to the economic limitations of the smaller and the poorer family. This involves, among other things, 'topic research', to discover the needs, interests, existing knowledge, attitudes and practices of the client population and to 'marry' this information with the availability of local available resources. As far as urban areas are concerned, this concept has been successfully operationalized through the experimental project of Polyvalent Adult Education Centres (2) which envisage establishment of a network of centres for conducting integrated courses in adult education, vocational educational and social education for industrial and other workers as well as for those seeking employment. This pattern, with suitable adaptation, needs to be ruralised to suit the youth especially in the age-group 15-24.

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(1) Details of these experiments have been given in the following two important publications. (1) Coombs, Philip H., with Ahmed, Manzoor; Attacking Rural Poverty, How Non-Formal Education can help; The John Hopkins University Press, 1974. (2) Coombs, Philip H., Prosser, Roy C., and Ahmed, Manzoor, New Paths to Learning for Rural Children and Youth: Non-Formal Education for Rural Development, New York, International Council for Educational Development, 1973.

(2) The first polyvalent centre was jointly implemented by the Government of India in Bombay in 1967 through the Bombay City Social Education Committee in 1967. Unesco initially provided some technical assistance for this project.

Non-Formal Education and the Existing Structure

6.13. The non-formal education of the rural youth in the age-group 15-24, both literate and illiterate, and especially of those who are unemployed and need training skills and literacy in the case of illiterates, to make them self-employed, more of the 'job-makers' than 'job seekers', can be organized in the existing institutions of the formal type located in rural areas. Out of over 763,000 educational institutions of various types in 1977-78, at least over 600,000 institutions were in rural areas. Post-elementary educational institutions namely, secondary schools, polytechnics, colleges, technical and vocational institutions etc., were about 100,000. Such institutions have some facilities which, with some augmentation, and with problem-solving curricula and tailor-made courses, combining general and professional education and training, according to the requirements and convenience of the rural youth, can be utilised. For instance, the All India surveys(1) of Technical and Vocational Education and Training, conducted in 1973, identified 5,924 institutions or centres imparting vocational and technical education or training in the country at the school level outside the university system. These included polytechnics, industrial training institutes, junior technical schools, crafts and handicrafts schools, industrial and technical schools, agricultural schools, forestry schools, veterinary and animal husbandry schools, nursing, auxiliary nurses, midwives and health visitors schools, pharmacy schools, other para-medical schools, schools for training in co-operation, commercial training schools, institutions for village level officials, fishery schools, schools for drawing, painting etc. Besides these recognized educational and training institutions, there were three other types of systems represented by the appreticeship training scheme, the vocational education streams offered by the high/higher secondary schools and the non-formal training centres inside the direct control of Central Ministries, Public Sector undertakings and the State Governments and their agencies. As regards apprenticeship training scheme, there were over 5,400 establishments which engaged apprentices and the number of designated trades in these establishments were 61. Since 1973, there has been further expansion in the facilities of these institutions and their dispersal in rural areas is better now. Total enrolment in purely vocational and technical institutions was more than 380,000. All these were formal and full-time institutions and courses. This information has been cited only to indicate that short courses and technical modules, if prepared with care and operated in a non-formal kind of manner, could cover the needs for a larger proportion of rural youth. These institution can and should also become model literacy centres. In such institutions literacy work can very easily be linked with developmental activities provided the institutions are allowed to function really as centres of rural development. It may be appropriate to mention here that the World Bank Education Sector Policy Paper, April 1980, has also proposed 'Basic Education', for adults and youth in the age-group 14-45 which is based on meeting minimum learning needs, as a supplement to the formal education system.

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(1) Technical and Vocational Education and Training: All India - Third All India Educational Survey - Institute of Applied Manpower Research, Indraprastha Estate, Ring Road, New Delhi - 110002, IAMR Report No. 4/1975-All India

6.14. A more 'formal' area of non-formal education, appropriate to illiterate as well as literate adults is in the field of occupational, technical and craft training. A whole range of organised courses, sometimes residential, can be made available for training in agriculture and other occupations, small industries and crafts. Intermediate technology may well have a special place in these training programmes.

6.15. The educational planner has (a) to identify institutions which can serve the purpose of this kind of group and devise such innovative programmes so that these can meet the diversified needs of the rural economy and (b) to study the innovative non-formal educational and training experiments in various parts of the country and in other developing countries catering to the needs of the rural youth, and (c) to explore the possibility of adapting these innovative experiences to local conditions.

Multi-level Training

6.16. It may not be easy to combine all these features in one programme, nor is it possible to multiply them on an extensive basis to cover all rural youth. But, the non-formal educational and training infrastructure will have to be organized on a three-tier system, namely the district, the block and the village centres. An organic link has to be developed between these three levels. The function of the district centre would be to act in co-ordination with the integrated area development authority of the district and conduct training programmes(1) for teachers and rural youth leaders at the taluk level who would undertake the task of training teachers and rural youth leaders at the multi-village level. The block centres should be mini-editions of the district centres, except that they will lean heavily on the district centres for their instructional material, mass media and use of mobile training teams, and above all, for training their personnel and stimulating them in their work. The multi-village and uni-village centres will have to be much more action-oriented than the district or taluka centres, and their activity linked in a much more integrated manner with the local community and its on-going and new programmes for development and production. It is also to be remembered that the mere inputs of knowledge cannot by itself bring economic development. The development support communication must be co-ordinated and synchronized with material inputs, such as credit, power, irrigation, machinery, seeds, chemicals etc. This is what will be discussed in the next section.

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(1) These training programmes should include agriculture, animal husbandry, poultry, bee-keeping, fruit and vegetable gardening, forestry, agriculture and fishing where relevant, dry farming, irrigation farming, repair and maintenance of farm equipment, whether traditional or modern farm accounts, processing of agricultural products and other natural resources in the area, arts and crafts, whether using power, machinery or animal and human labour, but generally based on locally available materials or catering to local service and consumption requirements, co-operatives, panchayats and other governmental and non-governmental agencies or institutions relevant for rural development, the facilities they provide and the ways and means for utilizing these facilities, managerial skills of the type required in rural development, village hygiene and water supply, nutrition, population dynamics and family welfare and economic and cultural relations with areas outside the district. The training given should cover both traditional methods and occupations and the modernized versions of the same, including high-yielding varieties of seeds, fertilizers and peticides, water management, storage, marketing and use of power and relevant machinery.

SECTION VII

REALITY: LITERACY FOR DEVELOPMENT

7.01 Linkages between adult education and other areas of development:

Of all the programmes, within the field of education, one single programme, which needs effective linkages with other areas of development is that of adult education and literacy. Adult Education, including literacy, functional development and creation of awareness among the poor regarding the impediments to their progress and their inherent power to determine their destinies can contribute to development strategy in four significant ways by:

- making a substantial part of the work force literate,
- making people better skilled,
- involving them in various development programmes which would make it possible to achieve optimum potential and minimum wastage,
- creating awareness among the poor regarding the laws and policies of the Government.

Adult education is to be envisaged as an indispensable input in all sectors of development, particularly where participation of the beneficiaries is crucial to the fulfilment of the development objectives. It recognizes that illiteracy is a serious impediments to the individual growth and country's socio-economic progress. While removal of illiteracy is being emphasized as one of the essential constituents of adult education, by itself it cannot achieve much. Stress, therefore, is to be laid on programmes of functional upgradation and creation of awareness among the illiterates and poor regarding constraints to their development. Adult education, therefore, cannot be a mere literacy or expansion of existing education programmes, but it has to be correlated with the living and working conditions of the people. The whole programme of adult education has to be conceived as an indispensable aspect of the accepted goals of socio-economic development, namely, removal of poverty and reduction of social and economic inequalities through an integrated programme of rural development. This kind of all-sided development can be achieved only if, in addition to the appropriate technology and monetary investment, there is active participation andinvolvement of the masses.

7.02 Linking of literacy with developmental activities: Functional and awareness aspects of adult education makes it essential that the programme be tailored to the environmental characteristics as well as the needs and aspirations of learners for each homogeneous group. It has to be closely linked with various developmental activities of the region. In other words, adult education has to be an integral component for successful implementation of all the development programmes which, in turn will depend on the involvement of the beneficiaries too. These programmes could among others, include:

- integrated programme of rural development, including area planning, Small Farmers Development Agency, Drought Prone Area Programme, Integrated Tribal Development Programme;
- agriculture and allied activities, including animal husbandry, fisheries, forestry, processing of agricultural produce;
- agricultural extension activities of Agricultural Universities, Agricultural Science Courses;
- cooperatives, credit and consumer societies ;
- programme of development of Khadi and Village Industries, handloom and rural industrialization projects ;
- workers education and workers welfare programmes ;
- social welfare projects for women and children and nutrition programme;
- rural health and sanitation;
- health education and mass education programmes of family planning and welfare ; and
- mass media and other publicity agencies.

7.03 That, in every country there are a large number of developmental departments, having a variety of programmes which have educational, formal, non-formal and informal components and spread over the length and breadth, goes without saying. In one of the recent publications (1) brought out by the Directorate of Adult Education, Government of India, an excellent compilation of adult education components in the schemes and programmes of different Ministries and Departments, being implemented by them directly or through State Governments/other agencies, has been presented. A further attempt has been made to identify those programmes in which adult education components can be introduced. The focus has been mainly on the activities having educational elements directly addressed to the target population as a whole and have a bearing on their socio-economic and cultural development. About 65 major programmes and schemes have been identified under various Ministries and Departments indicating (a) the background of the programme, (b) the beneficiaries of the programmes, (c) the objectives of the programmes, (d) the organisational set-up of the programmes, (e) coverage, phasing and finance, (f) the educational component, and (g) the non-formal education component. It is interesting to observe the wide range and a rich variety of programmes through which literacy and adult education can be provided. For illustration purposes only the listing is given.

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(1)" Adult Education Components of the Development Schemes of Government of India:A Compendium", Directorate of Adult Education, Ministry of Education and Social Welfare, Government of India, New-Delhi, October, 1978.

Ministry of Agriculture and Irrigation

Department of Agriculture: (1) Farmers Training and Education, (2) Pilot Young Farmers Clubs, (3) Exchange of Farmers within and outside the country (4) Development of local manurial resources, (5) Strengthening of Organization for Fisheries Extension work, (6) Training and Financial assistance to entrepreneurs and for setting up of Agro-Service Centres, (7) Social forestry, (8) Agricultural Research Centres.

Department of Agricultural Research and Education : (1) Krishi Vigyan Kendras (Agricultural Science Centres), (2) National Demonstration Projects (3) Operational Research Project, (4) Extension Education, (5) Pilot Project for Training Personnel for a Cadre of Self-Employment, Social Health Care Workers

Department of Rural Development : (1)Drought-Prone Area Development, (2) Training of Associate women workers, (3) Hill Area development projects, (4) Whole village development programme, (5) Small Farmers Development Agency/Marginal Farmers and Agriculture Labourers Programme, (6) Promotion of Voluntary action in community development, (7) Incentive Awards Mahila Mandals (Women's Organization).

Ministry of Commerce : (1) Labour Welfare scheme, (2) Weavers Training, (3) Apprenticeship Training Scheme/carpet weaving Training Scheme.

Ministry of Industry, Civil Supplies and Cooperation: (1) Training in Khadi (hand made) Cooperative Education (2) Training in Khadi and Village Industries, (3) Rural Industries Programmes, (4) Industrial Estates.

Ministry of Education and Social Welfare: (1) Education through correspondence, (2) University Continuing Education; (3) Non-Formal Education for 6-14; (4) Integrated Child Development Schemes; (5) Welfare of Children in need of care and protection; (6) Functional Literacy for adult women; (7) Socio-economic programmes for needy, Destitute women and the Physically handicapped; (8) Condensed Courses for adult women, (9) Libraries; (10) Museums and Art Galleries; (11) Cultural Programmes.

Department of Science and Technology: (1) Diversified Research Programmes relating to Science and Technology; (2) Research Laboratories.

Ministry of Health and Family Welfare : (1) Integration of Health Education in Medical care; (2) Health Education; (3) National Leprosy Control Programme; (4) Nutrition; (5) Prevention of Food Adulteration (6) Integretad Health and Family Planning Services and Multipurpose Workers Schemes; (7) Mass Education and motivation programme; (8) central aid for health and family planning; (9) Family planning programmes in the organised sectors.

Ministry of Home Affairs: Aid to voluntary organizations; (2) Integrated tribal development projects; (3) Family Welfare Centres.

Ministry of Information and Broadcasting: (1) Farm and Home Services; (2) Farm School on the AIR; (3) Industrial Broadcasts; (4) University on the AIR; (5) Programmes for women; (6) Non-Formal Education for 15-25 age-group; (7) Voice of youth; (8) Agricultural television for Farmers; (9) Civic education; (10) Programme on Science and Scientific Attitudes; (11) Art and artistic appreciation; (12) Publications programme; (13) Song and Dramas Division; (14) Field publicity.

Ministry of Labour: (1) Workers Education; (2) National Labour Institute; (3) Industrial Training Institutes.

Development Agencies and Target Groups:

7.04 This list is only illustrative. A further analysis is likely to yield rich information about the kind of developmental programmes which have potential for exploration to be used for adult education and literacy activities. It is also possible that the State Governments and other agencies - both funding and implementing - would have similar programmes. What seems necessary for the planners and managers of literacy and adult education programmes is to prepare a list of such projects in each district and block and devise effective methods of linkages so that the programmes and their resources are utilised optimally for literacy work.

And what is more important that these agencies are stimulated to develop structures for taking over a major share of non-formal education of the target groups with which they are directly concerned. Each and every district in India is almost saturated with such programmes, with necessary structures, materials, resources of technical experts. The organisers of literacy programmes have to look out for these and devise a worthwhile strategy by which the agencies concerned find that literacy and adult education can directly promote their activities. Experience indicates that an extension Agent/Worker finds it highly useful to convey his message to a well-organised literacy group than more individually from family to family or from farm to farm. Such instances can be multiplied. The active collaboration of the literacy planner and administrator at the district and block levels with these agencies will promote the idea of an integrated development of the area and promote commitment of an administrative and professional nature which is often more abiding and beneficial than political commitment which may not be forthcoming all the time. At least the left hand of the administrative machinery will start knowing as to what the right hand is doing and then both hands will act in unison to promote human resource development. This will be the one positive step in the direction of creating a literacy milieu.

Literacy and Needs of Poor :

.05 The principal justification for adult education and literacy is as to how the various programmes of development can be oriented towards the most needy and deserving sections of the people. In spite of the soundness of this principle, it is often observed that the linkage between the development agencies and the adult education programme has been nebulous. Literacy is never a pure literacy programme; it is also essentially a development programme. Besides literacy it has to emphasize functionality and social awareness. A well executed adult education programme in a village is very likely to generate various offshoots whereby people become attitudinally receptive to innovations and change. The Rajasthan study, referred to earlier (para. 5-14) found "that in some centres, particularly those where the instructors were more active and interested, the learners asked for some developmental benefits which they believed would help them in their occupation or day-to-day life. They made demands on the instructors or the agency organisers to help them". The study goes on to mention that "many times the instructors and voluntary agencies are not well equipped to perform this "go-between" function. Besides, even when they try they often do not get good response from the development departments". It has been rightly mentioned that if other developmental agencies come out and help the learners in national Adult Education programmes, the process of awareness and education started by the NAEP would get strengthened.

Academic recognition to non-formal programmes :

7.06 Closely connected with the issue raised above is how to effect changes in the traditional programmes of various developmental agencies and non-governmental organizations which are of a non-formal education kind to be of direct and immediate benefit to rural masses. Several studies in India and elsewhere have indicated that these developmental sectors provide large sums for various kinds of formal, non-formal and informal education and training programmes. At this moment, in many areas these are practically the sole channels of education for the masses - but are languishing for want of academic and professional support. One would like to agree with J.P. Naik (1) in regard to the solution which he has offered:

> "Hereto our efforts will have to be developed on three main fronts. The first is to give them an adequate status and official support so that they gain in prestige and came to be regarded as at least equal to the modern forms of non-formal education. The second is to give them full academic support: this will be possible only if academics begin to study them and take interest in them in large numbers. The third is to develop them as powerful instruments of modernization and development : this will be possible if their content is radically transformed by including modern science and an appropriate social philosophy of development. If these efforts are made, we shall be taking steps to modernize the entire society instead of concentrating our efforts, as we have done so far, on modernizing the elites only". page 5.

7.07. Role of Development Departments in literacy promotion: The linkages between the development programmes and adult education have to be spelt out in detail for each project area. Adult education programmes, when organized by agencies responsible for integrated rural development or area planning, can be assisted in the preparation of teaching and learning materials, training of various levels of personnel and evaluation, supervision etc., by the technical personnel in the departments dealing with adult education. The role which various development agencies can play in the promotion of adult education programmes is listed below:

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(1) Naik, J.P., Interaction of Formal and Non-formal Education, Commonwealth Conference on Non-Formal Education for Development, July, 1979. Commonwealth Secretariat, Marlborough House, London.

- Each development department can include adult education as an essential component with full or partial assistance in its developmental activities. They may organize programmes of adult education for their own illiterate employees, particularly those engaged in major construction works, public sector undertakings, etc.
- The institutional infrastructure available with various development departments can provide useful resource support to the programme in the areas of training, material preparation, etc., particularly with regard to functional aspects of the programme.
- The field agencies of the various development departments such as village level workers, cooperative inspectors, etc. , can be asked to fully cooperate with the instructor of the adult education centre and help him in the instructional work relating to the developmental activities concerned with him.
- The village level functionaries of the development departments can take responsibility for organization of adult education centres, particularly for imparting developmental skills. While this would be good for adult education, it would also facilitate the work of those functionaries. In the past, the benefits from the work of field level extension functionaries has largely gone to the comparatively better off peasantry. An awareness is now growing that these functionaries should give priority to the weaker sections of the society. Adult Education Centres could provide forums to deal with these sections. A continuous contact of several months would ensure that the services which these agencies attempt to deliver to the poor do actually reach them. From the point of view of adult education programme, involvement of the developmental agencies will ensure that the adult education programme is related to the work of the learners. While it may be difficult for those functionaries, who keep touring most of the time and have responsibility for more than one village to organize an adult education centre because of their touring duties, there are a number of other functionaries whose work is confined to one village and they can easily function as instructors in adult education centres.

7.08. It is necessary to involve various developmental departments, at different levels, state, district, block and village, so that the responsibilities listed above are efficiently discharged. To ensure this action the following lines need to be taken:

- All the existing schemes and programmes of various developmental departments and agencies will need to be reviewed with a view to incorporating the literacy and adult education component in all such schemes which involve educational/extension activities. Further adequate provision will also have to be made in the schemes for organization of adult education programmes for the illiterate workers engaged directly by the departments or by the public sector undertaking them.
- Instructions will have to be issued to all the subordinate and field agencies for actively cooperating with adult education functionaries at various levels. Village level workers will also have to be encouraged for accepting the responsibility for organizing adult education centres wherever possible.
- In the training programmes organized by the developmental departments/agencies for their functionaries, participation in adult education work can be made an indispensable component.

The World Bank has observed that "education central to development strategies is the full use of resources available - above all the human resources. This means that all parts of the population must receive education and training of some kind so that they can participate in the development process as more productive workers being able to play their roles effectively as citizens, family members, leaders and members of groups involved in cooperative community action". (1)

One would also like to add the observation of Paul Mhaiki on this subject: he says, "If development is centred on people, education of the people must go hand in hand with development projects. If development projects are forced on the people without the understanding, appreciation and participation of the people whom they are meant to serve, the results are minimal or nil".(2).

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(1) World Bank, Education Sector Working Paper, December, 1974.

(2) Mhaiki, Paul, Unesco, Paris in "Non-Formal Education Components of Other Development Services" Paper for Commonwealth Conference on Non-Formal Education for Development, New Delhi, 22 January - 2 February 1979.

7.09. Adult education and Revised Minimum Needs Programme: In the planning strategy of India, the "minimum needs" approach was, for the first time, put forward in the approach paper for the Fifth Five Year Plan. The programme was envisaged as providing a measure of social justice by way of guaranteeing some minimum consumptions specially to the poorest sections of the population. The idea was further elaborated and the Fifth Plan mentioned:

"An Analysis of past experience has revealed that the approach to the provision of social consumption has so far failed to have the desired impact, partly because the related programmes were not given a high priority, particularly in relatively poor States, and partly because decisions regarding individual sectors were taken without any effort to bring about an integration of the facilities provided. The National Programme of Minimum Needs, as incorporated in the Fifth Five-Year Plan, therefore, envisages a frontal attack on this problem by attempting to allocate adequate resources for social consumption for all areas, irrespective of the resource constraints of individual States. It aims to establish throughout the country a network of certain services on a coordinated and integrated basis, given certain predetermined criteria and equality".

7.10. In the Sixth Plan (1978-83) the Revised Minimum Needs was reformulated and enlarged consistently with Plan priorities. The most single addition in the Programme was that of adult education. The Planning Commission emphasized that, along with the universalization of elementary education (which is already a component of R.M.N.P.), it is essential to remedy the educational deprivations of the adult population to enable them to develop their full economic, social and cultural potential. The R.M.N.P., as stated earlier, included nine different programmes. Within the context of R.M.N.P., Adult Education, it was felt,"is necessary not only for making people literate, which is good in itself, but also for creating awareness among them about their social and economic problems and of the need for adopting small-family norms". That there is a close link between high literacy and low fertility rates is indicated by Asok Mitre in his Study(1), where it has been observed:

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(1) Mitra, Asok, The Status of Women: Literacy and Employment, ICSSR, Allied Publishers, Ltd., India, 1979.

> "In short, 54.36 per cent of the rural female population lived in 196 districts where the rural female literacy rate was less than 10.00 per cent. Only 8.01 per cent of the rural female population lived in districts with a rural female literacy rate of 25.01 and above and significantly enough, it is this rural female population, apart from the female population in selected urban areas, that seems to have quite palpably brought down its fertility level in the last twenty years." (page 15).

7.11. Planning Commission also conceived R.M.N.P. as community action for welfare. These programmes were not only meant for the people but also to be run by and large, by the people themselves. The Planning Commission felt that, "this is one of the ways in which the poor can be organized to secure the benefits of development for themselves".

Decentralised Planning and R.M.N.P. :

7.12 The Block has been identified as the lowest viable unit for formulation and implementation of most of the R.M.N. Programmes. It is estimated that there are at present 33 to 45 functionaries working at the block level. For the results of rural transformation to reach target groups, there has to be a working system of linkage between the R.M.N.P. and other developmental programmes.

District Administration's pivotal rôle :

7.13 The role which the district collectors (1) can play in forging effective links between adult education and developmental agencies cannot be overhemphasised. "As the leader of a team of district level development functionaries, and charged with the responsibility to ensure coordination among them, the Collector must fully understand the role of adult education in development. We have observed that in the districts where the collectors do have this understanding, coordination of NAEP with the various development programmes is taking place without problems, and vice-versa" (2). It has been suggested that State Governments should organise reorientation programmes of 3-5 days' duration for district collectors, so that they get introduced to the concepts and operations of the programme. In fact it would not be an exaggeration to state that, apart from the fact that a programme should be really worth-while to meet the felt needs of the people to make it as an important factor for development, it is equally important, perhaps more important than anything else that the district collector should conceive the need for inter-linking of various developmental activities as an essential condition for success. To the extent, he is involved in literacy programmes and is convinced of its importance as an essential input for development, will depend the success of the programme.

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(1) Administrative head, at the district level, in charge of all functions of maintenance and development and coordinator of all developmental agencies.

(2) Sabanayagam, P., Secretary, Ministry of Education, Government of India, Valedictory Address: Conference on One Year of NAEP in Tamil Nadu November 4, 1979, Ministry of Education and Culture, New Delhi.

7.14. Motivation. For the success of the programme of literacy, motivation of adult learners is a condition precedent. The essential condition pre-requisite for it is to see how effective are the links between literacy and development. Adults have to be motivated to learn and cannot be made a captive audience. This will be possible only to the extent they perceive concretely that the programmes offered are of use to them. The best motivation is seen where attempts are made to create awareness or when the programmes involve them in the solution of their day to day problems and strive to bring about some improvement in their life, however small. A well-organised programme which fits the needs and interests of the learners, good methods of teaching which make learning a joyful and cooperative enterprise between the teacher and students, creative workers who can establish a rapport with the learners are positive gains but what is also important is the positive links of literacy forged with development at the area level. This would mean extreme flexibility of the programme with regard to duration, time, location or instructional arrangements and complete diversification to suit the needs and capacities of the individuals or groups participating in the programmes. Consequently, the planning of the exact content of the curricula needed by specific individuals or groups can never be done centrally. They would have to be intensively local and dialogic in the sense that they should be evolved, in a highly decentralized form, by the local worker in discussion with the adults with whom he is working and also with workers dealing with other areas of development at the local level who have the requisite knowledge of the problems and sometimes necessary resources to resolve these but has not the access to a organised group of motivated individuals. This has been the conclusion of many evaluation studies.

SECTION VIII

LITERACY STRATEGY : MICRO-PLANNING AND DEVELOPMENT

7.01. After reviewing the literacy scene in detail and highlighting the major programmes which were taken up in the past to contain the problem of illiteracy, it seems necessary to ponder and analyse the situation from the logistics point of view. This section makes an attempt to analyse the situation on the assumption that adult education is more aimed at rural reconstruction and is marginally an educational reform. Therefore by this definition adult education has to be area specific and particularly to be designed in such a manner that it becomes specific to people, their problems and aspirations. In the past this approach has been practically non-existent.

Macro-Planning and Constraints :

7.02 An analysis of the present style of planning of adult education in India, as a whole, has brought out the following significant points:

(a) While a fairly extensive framework of development has been established, it has been observed that the aspirations and requirements of specific local areas, communities and situations have not been looked into fully, and suitable measures not taken to get, in a systematic way, maximum advantage of local initiative, potentials, capacities and resources.

(b) The plans drawn up, exclusively at the national level and State levels do not, by and large, take fully into account the variety of conditions existing in the different physico-geographical and economic regions of the States. The uniform application of the programme formulated at the State level, without regard to their suitability to local conditions, does not help in efficient utilisation of physical and financial resources.

(c) No significant note is taken of the wide disparities, which exist between the levels of development attained by different areas and community groups within a State. Their full potential for development could have been narrowed down if the resources to be provided and the programme to be taken up in each area or for each community were determined on the basis of a specific and local assessment of problems, resources and productive potential.

(d) Further, under-utilisation of the already available resources, infrastructural facilities and productive capacities in different areas is not properly assessed at each area level and meaningful assessment of on-going schemes is not undertaken at the ground level and with the active participation of local officials and the beneficiaries;

(e) No concrete attempts have been made to link adult education programmes effectively with other development activities like agriculture, industry, employment, production, rural development, health, social services and other departments.

7.03. In India's federal constitution, planning is based on a scheme of partnership between the Centre and States in which the role of each is fairly well defined. Below the State level, however, the Constitution does not define the relationship between the various tiers, e.g. between the District and the State. In fact, specifically in terms of structure, the Constitution in its Directive Principles of State policy, mentions only village participation as a form of local government. While systematic planning has hitherto been undertaken at the national level and to some extent at the State and Union Territory levels, but planning at the lower levels namely districts and blocks has practically been non-existent. It is accepted that certain types of developmental schemes like power generation and major irrigation have to be planned necessarily at the State level or even at the inter-State and the national level. But the other sectors of economic and social development, to be planned properly, should have the local level planning as the frame. The remoteness of the planning agencies from areas of implementation and the vastness of geographical coverage hamper the matching of sectoral financial allocations with location specific needs as well as potential or regulate the distribution of the gains of development. Without resort to local level planning, the sectoral allocations cannot be integrated in a manner that optimises returns in terms of production, employment and the incomes of the community and other social benefits in general and of the people below the poverty line in particular. According to Planning Commission document (1),it has been estimated that the percentage of population below the "poverty line" (1) in 1977-78 was 50 per cent in rural areas and 43 per cent in urban areas, the average for the country being about 49 per cent. And the bulk of the people below the "poverty line" are illiterates. Perhaps no study is required to prove this fact. This is, therefore, a challenge and an opportunity for the planners of adult education.

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(1) Draft Sixth Five Year Plan (Revised), 1978-1983, 1979.

Local Level Planning

7.04. India comprises of 22 States and 9 Union Territories. These 31 administrative units are further sub-divided into 400 districts. These districts are further sub-divided into 5004 blocks. If averages have any meaning, the population of a district and of a block would be roughly 1.6 million and about 130,000 respectively. On an average each block would have 21,000 households. A block in India is sufficiently small in terms of area and population to enable intimate contact and understanding between three important sets of persons, the planners, the administrators who are responsible for implementation of the plan and the people who have to be active partners as they are the main beneficiares. A block also provides an observation platform in close proximity to the beneficiary group. Among other things, it helps principally in:

(i) assessing concretely the felt and emerging needs of the people and understanding factors which inhibit the uplift of the community and more particularly of the weaker sections;

(ii) ascertaining and matching of area specific physical and human resource potential;

(iii) involving concretely people's participation in the preparation, implementation and evaluation of developmental plans.

7.05. Naturally the size of the geographical limits and a quantitative and qualitative appraisal of its human, material and natural resources will determine the range of planning functions at the block level. The plan for the blocks has, therefore, to be related on the one hand to the plans of the districts and the State levels and, on the other, to the plans for the sub-units which may consist of clusters of villages within the block. In a lead paper on "Adult Education for Rural Development" (1), it has been indicated that the block development programme cannot be divorced from the rural national adult education programme. The Ranaghat Rural Development Project (RRDP),of Nadia District in West Bengal has been cited where, on the basis of various surveys and feasibility studies, informal discussions, overall educational strategy for the varying learning needs of the participants, was evolved. The main concern of the project was to reach out to the most economically deprived strata of the rural community. It was also possible to broadly classify the rural community into the following three categories:

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(1) Various measures of absolute poverty has been suggested under Indian conditions, and depending on the norms used, 40 to 60 per cent of the population fell below the minimum acceptable standard. "Poverty line" is assumed to be consumption of Rs.65 per capita per month in rural areas and Rs.75 in urban areas at 1977-78 prices. These figures are the mid-points of the expenditure class (in the 1973-74 Consumer survey data) in which rural households can buy 2400 calories and urban households 2100 calories per person per day.

First was the undifferentiated mass of "rural poor" who though interested but were not sure of the kind of participation.

Second was mainly the illiterate community which were interested in one or more proposed developmental programmes.

Third was that section of the community interested in taking up developmental projects and highly motivated.

Different kinds of non-formal education programmes were devised for these three categories of participants.

The Antodaya (2) idea recently initiated in some States stretches the application of the planning to the micro-sublink level which is a family. The battle against illiteracy is to be fought, at the lowest levels, i.e. the family, the village and the block because it is very much entrenched there and not at the State and national levels where non-literacy milieu exists in abundant measure. Evaluation studies of literacy programmes, in the past, have reported absolute under-emphasis on local level planning and co-ordination.

Range of Developmental Activities in Area Planning

7.06. Normally block level can lend to the initiation of a large number of developmental activities, but an indicative list of the activities which can be planned and implemented at the block level, without sacrificing planning efficiency could be as under:

Agriculture and allied activities, minor irrigation, soil conservation and water management, animal husbandry, fisheries, forestry, processing of agricultural produce, organising input supply, credit and marketing, cottage and small industries, local infrastructures, social services like drinking water supply, health and nutrition, education, housing, sanitation, local transport, welfare programme and training of local youth and unskilled occupations. Undoubtedly there are certain other linked activities which have to be undertaken as part of larger resources development programme cutting across block boundaries.

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(1) Roy, Prodipto and Dighe, Anita; Adult Education for Rural Development, Commonwealth Conference on non-formal Education for Development, New Delhi, January-February 1979, Commonwealth Secrariat, London.

(2) Welfare of the poorest family.

The range of activities which are under implementation or which can be initiated at the block level, offer such a wide and diversified range that literacy within this milieu will become a real component of development.

7.07. In a recent Report (1), a high level Committee set up by the Government of India has observed that "the tasks which are going to figure increasingly with greater prominence on the agenda of development administration are, primarily, in the nature of locational specificities, which are such that they can no longer be handled from a State headquarters, either in terms of administrative implementation or hierarchical supervision. The development of agriculture for the weaker sections, the rural industrialization with its accent on service industries, the upgradation of skills are special features in it". The upgradation of skills includes the whole gamut of work-oriented elementary education and literacy of the functional type. The Report further states that "development work in future needs intricate designing and greater coordination which would be unwise to attempt at a State level. The entire Rural Development programme needs coordination at a decentralised level". These observations seem more relevant in the case of literacy and education which has to be people based.

Literacy Planning - Itemisation of Operational Stages

7.08. It is not simply sufficient to declare a national policy on the eradication of illiteracy. A campaign against illiteracy is like launching a crusade against a serious enemy? This crusade has to be organised systematically. In military strategy, before a campaign against an enemy is launched, various operational steps are itemised and dovetailed in time and space. For instance account is taken of the adequacy of the defence and para defence personnel, likely hurdles to be encountered, the nature of the area of operation, the vulnerable areas requiring defences, availability and flow of the right kind of supplies of various types to different strategic places in adequate quantities and at appropriate times, mobilisation of

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(1) Report of the Committee on Panchyati Raj Institutions, Government of India, Ministry of Agriculture and Irrigation, Department of Rural Development, August 1978, New Delhi.

resources of men and materials and their orderly movement, detailed mapping of the terrain of operation, combing of difficult areas before any major offensive, arrangements for watching the counter-offensive tactics of the opponents and his movements, adequate training, orientation in and acclimatisation of personnel to unknown terrain, dovetailing of concerted plan of action between the ground and air forces, perfect liaison with the availability of supplies, defence of essential supply lines against any enemy action, spelling out the job description of various kinds of personnel once overall decisions are taken, intercommunication of commands, ensuring appropriate financial and administrative backing of operations at different levels, etc. Similarly in the field of literacy planning, the operational steps have to be carefully thought out and carried out in almost clock-wise precision. Modern administrative practices require detailed project preparations which call for a systematic analysis and preparation before an operation and a new activity is launched. In the field of education and more so in literacy, the practice too often has been to describe a scheme or a plan in a page or two with some sketch of the budget required and that too prepared on a global basis and to begin operations with no more preparation than this. There has not been adequate emphasis on taking a series of preparatory steps, beginning from feasibility studies and going through the detailed step by step plan of operations, ensuring more economic use of resources and time and setting the design for detailed evaluation and time and setting the design for detailed evaluation for project improvement. Various aspects of coordination, and cooperation at local, regional and national levels and matters of organization and finance have been explained in two recent papers (1) which should be of deep interest to literacy planners and administrators in developing countries.

7.09. In the programme of literacy and adult education, bulk of operations are confined to the field and the areas where the programme is implemented i.e., the lowest administrative unit. In India it is the district and the block. For purposes of illustration, an attempt has been made to spell out some broad operational steps which require to be taken in the various sub-sectors of literacy planning, at different administrative levels, so that the objectives set out in the national policy on adult education and literacy are fully realised. The sub-sectors of literacy planning could broadly be classified under six categories as indicated below:

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(1) Duke Chris, Coordination and Cooperation at local, national and Commonwealth level, Commonwealth Conference on Non-formal Education for Development, New Delhi, January-February 1979.

Green, Reginald Herbold, Organization and Finance, Commonwealth Conference on non-formal Education and Development, New Delhi, January-February 1979.

(1) Policy Planning and Coordination;
(2) Motivation and Mobilisation;
(3) Materials and Methods;
(4) Media;
(5) Training and Orientation;
(6) Studies, Evaluation and Monitoring.

The major areas of operation have been broadly classified for the purposes of convenience and also because these need different kinds of specialist treatment and professional approach.

7.10. The levels at which operations have to take place can again be broadly classified as follows:

1. National level,
2. Province/State level,
3. District Level,
4. Block Level.

7.11. The broad and illustrative tasks and operations, under each sub-sector, with an indication of the level of the implementation agency at which the tasks have to be accomplished is shown in a model in the form of separate tables for each major activity. These have not been arranged according to any time sequence. It is, however, necessary to arrange the activities according to a time sequence, when an actual literacy programme is planned and implemented.

I. Policy Planning and Coordination

S.N.	Operational Steps	Implementing Agency
1	2	3
1.	Announcement of Policy in Literacy	National level
2.	Conversion of Policy into Plan and Projects	National level
3.	Setting up of the National Board or National Committee on Adult Education	National level
4.	Setting up of State Board/ Committees on Adult Education	State level
5.	Drawing up an overall plan of operation with broad magnitude of tasks involved, administrative, financial and technical requirements, phased both in space and time	National and State levels
6.	Selection of districts and of blocks within these districts for implementation of programme	State and district levels
7.	Working out detailed district-wise and block-wise profile of demography, socio-economic levels of development growth centres, location and availability of institutional and other infrastructural facilities on the basis of technical surveys	State and district levels
8.	Drawing up the composition and terms of reference of district and block committees	State and district level
9.	Setting up of district level committees	District level
10.	Setting up of block level committees	Block level
11.	Setting up and strengthening of adult education administrative and technical structures	National level State " District " Block "

	(Structures at the sub-national level need not be exact replica of the national level structures but accent to be on field operations and extension)	
12.	Drawing up of job descriptions of:	
	(a) Administrative staff at the State district and Project levels	State and District level
	(b) Supervisory personnel	
	(c) Instructors/animators	
13.	Working out detailed requirements of finances, supplies and equipment for each district and block and its submission to State Government for approval.	District and Block levels
14.	Vetting of the job descriptions of various personnel.	Block level
15.	Drawing up the functions and composition of village level implementation committees and their setting up.	Block level and Village level
16.	Location of institutions/agencies for conducting literary courses (on the basis of findings of survey)	Block level
17.	Identification of participants and their groupings according to ages, interests and occupations (after pre-literary testing)	Block level
18.	Location of centres	Village/Block level
19.	Identification of local literacy instructors	Village/Block level
20.	Identification of local resource personnel of developmental departments (e.g. revenue, agriculture, rural development, irrigation, small industries, handicrafts, health, social welfare, rural electrification, rural road) and formation of their consortium to assist literacy programme in :	District/ Block level

	(a) provision of accommodation, if necessary; (b) provision of equipment and technical materials; (c) arranging talks and demonstration on agriculture, extension, health, small industries, etc. (d) setting up of mini-demonstration centres; (e) dissemination of latest information about various aspects of rural development; (f) follow-up materials; (g) setting up of local libraries and reading room; (h) distribution of reading and industrial materials.	
21.	Starting literacy and adult education courses	Block and Village level

II. Motivation and Mobilisation

S.N.	Operational Steps	Implementing Agency
1	2	3
1.	Issue of an appeal/message by the Head of State/Govt.	National level
2.	Publicity campaign	National, State, District/Block levels
3.	Enrolment drives	Block levels
4.	Announcement of incentives and awards of village shields for distinguished literacy work	District and Block levels
5.	Motivational folk songs, puppets, dramas, skits, talks over the media (radio, television): (a) their preparation; (b) their production; (c) their presentation.	State and District levels
6.	Exhibitions and fairs - mobile and location-based in blocks and villages	State and District levels
7.	Preparation of documentaries of success stories, script scenerios - production and distribution	National level and State level
8.	Mobilisation of students, teachers and political and local leaders	State and District levels
9.	Literacy celebrations - criteria and certification	Block level
10.	Organisation of literacy week before initiating literacy courses	Block level
11.	Preparation of motivational materials and their reproduction in journals, wall newspapers and dailies	State level

12.	Declaration of incentives by developmental departments in terms of setting up of rural health centres, mother and child care centres, cooperative banks, extension of rural roads and rural housing programmes	State and District level
13.	Organisation of voluntary and student bodies for motivation, mobilisation and promotion of adult education.	Block level
14.	Setting up of Rural Development Centres, exhibitions and centres for continuation education and publicity	Block level
15.	House to house campaigns	Village level
16.	Organising processions and meetings in favour of literacy campaign	Block level

III. Materials and Methods

S.N.	Operational Steps	Implementing Agency
1	2	3
1.	Setting up of Expert Panels representing various interests, linguists, sociologists, pedagogues, developmental departments and agencies to advise on the preparation of reading and industrial materials	State level
2.	Meetings of the Expert Panels	State level
3.	Identification of writers and authors	State level
4.	Collection of materials from various technical and developmental departments	State level
5.	Curriculum construction keeping in view the availability of time and goals of literacy to be achieved converted into innovative working tasks	State level
6.	Preparation of curriculum modules breaking up of the complex working tasks into primary working occupations and development of a suitable inventory of knowledge and skills for each task	State and District levels
7.	Conversion of technical materials into short, simple, graded themes, pedogogically appropriate for use in literacy programmes	State level
8.	Classification and arrangement of the feedback from the surveys in regard to kinds and nature of problem areas and interest etc.	District and State level
9.	Classification of problems and arrangements according to priority	State level
10.	Preparation of sequence of remedial measures with the help of experts of developmental agencies	State level
11.	Preparation of handbook for authors and writers	State level
12.	Training and orientation of authors and writers, illustrators etc.	State level
13.	Writers' workshops	State level

14.	Production of preliminary materials	State level
15.	Try out of the preliminary materials	Block level
16.	Finalisation of materials	State level
17.	Printing and production of materials, teachers queries, exercise books, etc.	State level
18.	Supply of materials to block headquarters	District level
19.	Formulation of scheme for awards and prizes to writers for writing materials for neo-literates	State level
20.	Selection of themes for follow-up materials	State and District level
21.	Printing of materials for non-literates and general public	State level
22.	Setting up of libraries, circulating and stationary	State and District level
23.	Supply of materials to the libraries	District and Block level
24.	Revision of materials prepared for literacy courses at regular intervals	State and District level
25.	Preparation of supplementary materials	State and District level
26.	Assessment of the total requirements of paper and other materials and printing capacity	State level
27.	Preparation of class records, progress reports	District level

IV. Media

S.N.	Operational Steps	Implementing Agency
1	2	3
1.	Setting up of mass media group	State level
2.	Identification of personnel to manage mass media work at different levels	State level
3.	Training of mass media personnel	State level
4.	Preparation of logs, stamps, posters, quickies, folders, film-strips, films	State level
5.	Articles/features in the press	State level
6.	Radio and TV dramas and programmes for:	State level
	(a) Identification of topics;	
	(b) Preparation of scripts;	
	(c) Development of programmes;	
	(d) Pre-testing;	
	(e) Introduction of programme.	
7.	Preparation of materials for neo-literates for the press	State level
8.	Mobile exhibitions	District level
9.	Designing and preparation of wall-newspapers	District level with the help of State level agencies

V. Training and Orientation

S.N.	Operational Steps	Implementing Agency
1	2	3
1.	Setting up of the panel on training and orientation	State level
2.	Orientation of administrative and technical personnel of the State headquarters	State level
3.	Identification of a key-level institution at the State level for undertaking various kinds of training and orientation programmes	State level
4.	Identification of institutions for training at the district and block levels. (These can be existing institutions even run by departments other than Education)	State level
5.	Provision of administrative and financial support to the selected institution	State level
6.	Orientation of the staff of the selected training institutions	State level
7.	Working out the outline of training courses and modules for various categories of personnel	State level
8.	Identification of existing training materials and their adaptation/adoption	State and District level
9.	Preparation of additional materials if not already available in collaboration with various developmental agencies	State level
10.	Printing of training materials and their supply to district and block level	State level
11.	Orientation of district and block key-level personnel	State and District level
12.	Orientation of supervisory personnel	District level
13.	Training of instructors at the block levels	District/block level
14.	Preparation of supplementary training and orientation materials	State level
15.	Supply of supplementary training and orientation materials to supervisors and instructors	Block level

VI. Studies, Evaluation and Monitoring

S.N.	Operational steps	Implementing Agency
1	2	3
1.	Setting up of the Studies, Evaluation and Monitoring Division in the Department	State level
2.	Setting up an Advisory Panel on Studies and Evaluation	State level
3.	Identification of personnel conversant with the work of studies and evaluation	State level
4.	Orientation and training of personnel in various techniques of evaluation and monitoring	State level
5.	Devising detailed schedules of surveys and studies relating to	State level
	(a) Problem areas and interests;	
	(b) Area and identification of locations;	
	(c) Literary status;	
	(d) Availability of infrastructural and other resources.	
6.	Intensive training of survey staff at the district and block levels	District level
7.	Try-out of various schedules before finalisation and printing	Block level
8.	Printing of schedules for final administration/collection of information	State level
9.	Canvassing of schedules in selected districts and blocks in a phased manner	Block level
10.	Collation and tabulation of survey material	State level
11.	Preparation of reports and their circulation to various technical units and groups on Training and Orientation, Materials and Methods, Mass Media, Policy Planning and Coordination, Field Operations and Extension to enable them to prepare appropriate materials.	State level

12.	Devising performea for monitoring purposes	State level
13.	Collection of data periodically from block level and district level agencies	State level
14.	Devising, with the help of appropriate groups, preliminary benchmark tests of competencies (knowledge, skill and information) to be administered to the participants in the beginning	District level
15.	Administration of tests and their evaluation	Block level
16.	Preparation of: (a) Baseline Surveys; (b) Interim evaluation; (c) Terminal evaluation.	State level
17.	Feedback of the surveys and reports to various agencies	State level

7.12. The above listing of operational steps is only indicative and could be expanded according to situation obtaining in different countries. The listing, as indicated earlier, has not been arranged according to any chronological order, In fact the planner has to take simultaneous steps in various directions. Thus between the operational step and starting of literacy courses - indicated as step No. 12 in Policy Planning and Coordination area - but should be the last step - there are 104 steps which cannot be overstepped if literacy programme has to succeed.

7.13. This model of operational steps was used by the author, while in Afghanistan (1), with some success. At that time, the author had prepared a list of about 121 steps. On the basis of the systematic work done in the project, the Unesco awarded honorable mention of the Mohammed Reza Pahlavi Prize to the Functional Literacy Project of Afghanistan on septembre 8, 1975. The citation read as under:

> "The Jury, aware of the need to recognise, publicise and encourage the many initiatives and activities devoted to literacy work which can provide a source of inspiration and an incentive to emulation decided to award honorable mention of the Mohammed Reza Prize to Functional Literacy Project of the Agricultural Credit and Cooperatives Programme of Afghanistan (PACCA) for its achievement at the experimental stage demonstrating an application of functional literacy principles in rural areas by using jointly national, bilateral and international resources for encouraging the exchange of personnel with other developing countries and providing the base for an enlarged national literacy programme, which implementation will be effective in the near future."

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(1) The author worked as Unesco's Chief Technical Advisor on Functional Literacy Project to the Government of Afghanistan from July 21st, 1972 to September 20th, 1975.

7.14. It would seem that listing of different operational steps and their implementation by various agencies, according to an agreed time-phasing, would ensure not only the identification of major tasks in advance but also help the authorities to mount necessary programmes on time. It can also avoid any duplication and overlap and save the project from unnecessary waste of time and resources. Tasks can be defined, localised and agencies made responsible for effective delivery system, the absence of which, in the past and in almost all the major and minor projects and programmes, has been one of the main reasons of failure.

7.15. In passing, it may also be mentioned that even the conceptional framework of the national policy statements on adult education should also be translated into specific terms and tasks; otherwise they remain pious wishes.

SECTION IX

THE SYNTHESIS: EMERGING ISSUES

Literacy perspective :

9.01 In a non-literacy milieu, literacy has no hope to develop and then to survive. It would not be incorrect to say that this has been the brief history of literacy in India. Literacy never was a political time bomb. Many attempts in the past thirty years have produced results which are not commensurate with the immensity of tasks. Without being a prophet of gloom and basing his estimates on the existing trends, the author has made some tentative projections about literacy growth till the end of 2001 and the picture which emerges is shown in Table 9.1.

Table 9.1. Population and literacy rate 1951-71 and 1981-2001 projections (Absolute figures in millions)

S.N.	Year	Population	Literates	Illiterates	Percentage literacy
1	2	3	4	5	6
1.	1951	356	60	301	16.1
2.	1961	445	106	333	24.1
3.	1971	548	161	387	29.4
4.	1981 (2)	675	236	439	35.0
5.	1991	799 (1)	352	447	44.0
6.	2001 (2)	900	500	400	56.0

(1) Estimates of the Expert Committee on Population Projects under the Registrar General of India. It has been assumed that the birth rate will come down to 29.5 by 1981-86 and to 27.0 by 1986-91 and the death rate will come down to 11.6 by 1981-86 and 10.4 by 1986-91. (Vide p.46 Draft Sixth Five-Year Plan 1978-83, Revised, 1979).

(2) Rough estimates: the figures for the years 1981, 1991 and 2001 for literacy percentages in column 6 and total population in 2001 are tentative projections. These may be revised in the light of the results of 1981 Census which may become available in 1982 or so.

It will be observed that even in 2001, cent per cent literacy target may not be achieved. One would not like to live to see these projections coming true. In a sense the Education Commission's 1964-66 prophetic vision (1) may become a reality because the programme of free universal education has not been able to catch up the extent to which it was visualized nor is any programme of mass campaign of eradication of illiteracy on the cards.

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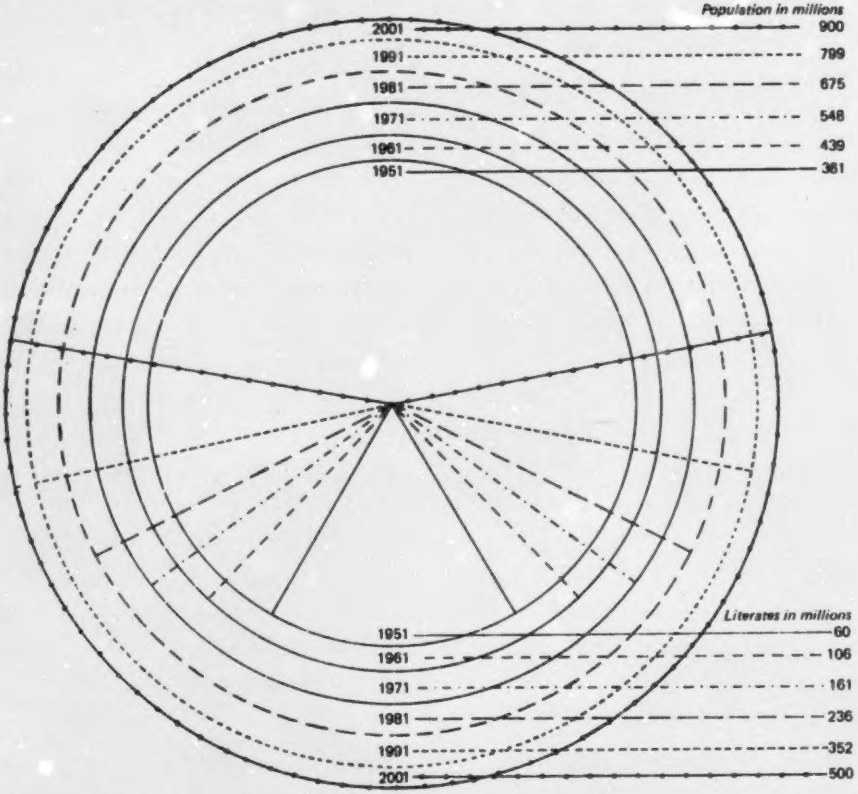
(1) Referred to in paragraph 2.09 in Section II.

The recently launched National Adult Education Programme, though less ambitious, has unfortunately run into rough weather in its operations and therefore in its achievements as well.

9.02. Based on the existing and projected estimates, the graphical presentation below indicates the ever-widening non-literacy milieu in India during fifty years of development. The number of illiterates is growing.

Graph 1. Growth of non-literacy milieu



Millions have suffered and will continue to suffer the indignity of illiteracy and their numbers are growing. This study has proved, in clear and unambiguous terms, that these millions are the poor, the deprived, the backward, the socially weak and depressed, who are below the poverty line and have been 'left outs'. This study has also indicated that geographical distribution of universal illiteracy in India is practically co-terminus with the areas which, by and large, are underdeveloped and poverty-stricken.

Human justice demands that they should be exposed to literacy and education so that they can effectively participate in development. The Planning Commission Draft Sixth Five-Year Plan 1978-83 (Revised) has observed as under:

"Para. 12.9. Social deprivation can be more degrading than poverty measured in terms of material consumption. It is the aim of Revised Minimum Needs Programme, through its constituent elements of elementary and adult education and its emphasis on the elimination of all forms of social discrimination in access to services, to improve the social conditions as well as the consumption standards of the underprivileged and exploited sections of the community'. Page 181.

Basic Education of Poor :

9.03 The emphasis on elementary and adult education as important components of Minimum Needs Programme to improve the social conditions of the underprivileged and exploited sections of the community will have to be noted by educationists as positive incentives providing an excellent opportunity to make education an important factor in development. The World Bank in its latest document(1) has observed that its interest in helping to expand education opportunities for both school-age and adult population is closely related to its efforts to promote a broad approach to development and its desire to assist in meeting basic human needs. Appropriate basic education enables the majority of the poor, in both rural and urban areas, to lead productive lives and to benefit from social and economic development of the community. Moreover, the effectiveness of higher levels of education depends on the completion of the basic level.'It is not, therefore, surprising to observe that one of the basis on which the World Bank propose to reinforce its policy is that 'basic education should be provided for all children and adults as soon as the available resources and conditions permit'. It is further emphasized that 'in the long-term, a comprehensive system of formal and non-formal education should be developed at all levels'.

9.04 With the initiation of the National Adult Education Programme in 1978, it seemed that a new leaf has been turned. But the implementation of the Programme, during the brief period of two years, has indicated, if nothing else, that the literacy planners and administrators have learnt least from previous experiences. Thus we find the repetition of the same old bottlenecks, lack of preparation, absence of funcional materials, low rate of motivation, inadequate response from developmental agencies, indifferent quality of teachers, supervisors and other personnel and slip-shod training programme, non-involvement of media as a support, bureaucratic delays etc. etc. All these are man-made. For the first time money has been no problem: it is likely to become a problem as soon as national planners start asking 'awkward' questions about the 'results', 'impact','outcomes' and what not. They are entitled to ask these questions because financial resources for developing countries will continue to be a major constraint and educational reforms with minimal or negative returns will have no chance for inclusion in plan priorities.

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(1) Education: Sector Policy Paper, World Bank, April, 1980.

9.05 A time has come to pause and think. Can the various bottlenecks be removed? In other words, can the literacy milieu (climate, - whatever it means- be improved when there are many pulls and pushes in a contra-direction? Will the present priority to adult education and literacy continue in terms of allocations and pride of place in the Minimum Needs Programme? Even if the priority continues will the country wake up to the realization that literacy is a condition precedent for redistributive justice and economic growth? These are various segments of the literacy milieu we have been talking about. At this crucial stage of implementation, there are some major issues which the planners and managers of literacy in India have to bear in mind. These issues and conclusions emerge as a result of this study and are discussed briefly.

First: Intensity :

9.06 The accent has to be intensive. Bulk of illiteracy in all the age-groups and particularly in the age-group 15-35 is confined largely to 153 districts located in eight educationally backward states (Table 1.21). These districts form over 75 per cent of the total number of districts in these eight states leading to the inevitable conclusion that the actual battle will have to be fought in these areas. If all-out efforts are made to eradicate illiteracy in these districts, during the next 10 years, the back of illiteracy will have been broken. In these 153 districts of eight states, blulk of 70 million illiterates are located. It is no intention to propose that other areas should be neglected - that would be a retrograde step - but to suggest central government's positive discrimination in favour of these areas by applying the famous 'equalisation' principle which was recommended by the First Finance Commission (1952) for promoting primary education in the then nine educationally backward states. Unfortunately, while accelerated and specific grants were given to these states for expanding primary education there was no mechanism provided that the grants do promote the proposed intention. In other words, there was no monitoring of the programmes. Equity and justice demands that these deprived areas, districts are supported by the Central Government by appropriate progra and all kinds of technical and professional assistance is provided to the concerned States. A massive technical assistance programme, for a specific period, with an accent on monitoring of the programme, is to be visualized. This approach seems to be inevitable.

Second: Joint strategy for literacy and universalization of elementary education

9.05. The universalization of elementary education should reinforce the literacy activities in 153 districts in the eight educationally backward states. Out of 45 million non-enrolled children estimated in 1978-79 in the age-group 6-14, 32 million (72%) were in these States. (Table 1.18). Perhaps, a further scrutiny of the district-wise data may indicate that there is absolute correspondence between the backwardness in literacy and low rate of enrolment ratios at the elementary stage of education. The enrolment ratios at the elementary education stage (age-group 6-14) and literacy rates (age-group 15-35), during the period 1951-81 have been rising at a low pace and what is projected up to 2001 is shown in Table 9.2.

Table 9.2. Enrolment ratios (age-group 6-14) and literacy rates (age-group 15-35) 1951-2001

S.N.	Items	1951	1962	1971	1978	1981	1991*	2001*
1	2	3						
1	Enrolment ratios (age-group 6-14)	32	49	64	67(1)	69[a]	77	90
2	Literacy rates (age-group 15-35)	24	32	42	54(2)	60	70	80

(1) Relates to 1977-78

(2) Relates to 1976

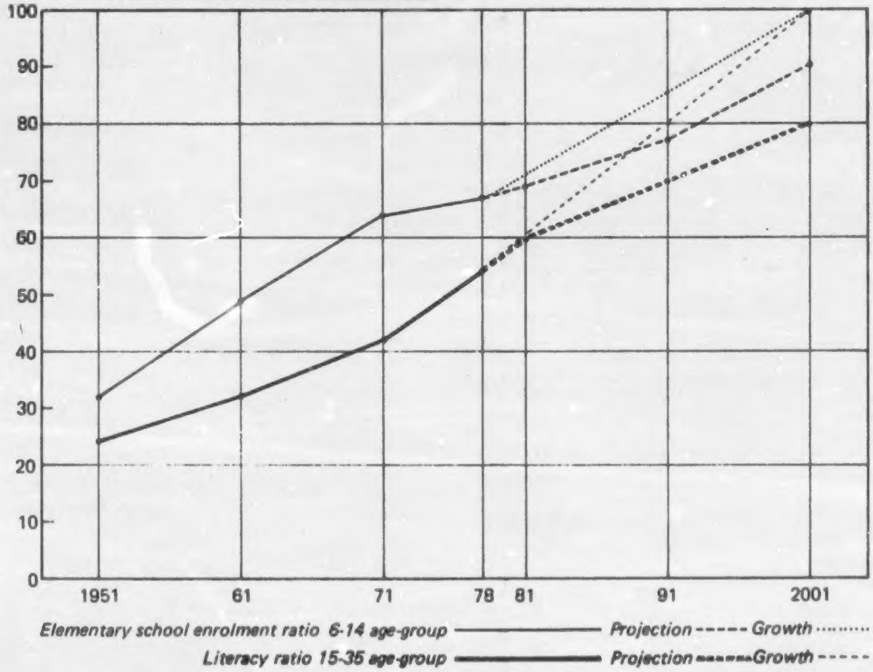
* - Estimated

a. Latest figures for 1978-79 indicate enrolment ratio to be 66.

Even after 30 years, it is observed that in 1981, 31 out of 100 children in the age-group 6-14 may not be enrolled in schools and 40 out of 100 persons in the age-group 15-35 may still be illiterate. Further projections indicate that by 2001, 10 out of 100 children in the age-group 6-14 may not be enrolled (how many will be attending can be anybody's guess) in schools and 20 out of 100 persons in the age-group 15-35 will still be illiterate. These estimates, however, seem to be optimistic assuming that the present trend will continue.

9.06 Graphical presentation of this dual dilemma, presented in Table 9.2, illustrates the close relationship between the failure of elementary education as a direct cause of literacy backwardness.

Graph 2. Enrolment ratios and literacy rates - 1950-80 and projections for 1990 and growth for 2000



If universal literacy in the age-group 6-35 is sought to be achieved, say even by 1990, the educational system, to borrow the current Chinese phrase, will have to walk on two legs - elementary education and adult literacy. The two are interconnected for several reasons. Unless there is accelerated growth, as shown in Graph 2 above, the goal cannot be reached even by the year 2001. An audacious development of elementary education is not only relevant to the task of achieving the goal of universal elementary education alone. It is closely related to the campaign against illiteracy as well. One significant reason which planners of developing countries have to note seriously is that after reaching a coverage of about 65 to 70 % of elementary school enrolments the growth curve tends to slow down considerably - it becomes almost a plateau-because the population, which is 'resistant to education', begins to be reached. It is here that adult literacy helps to change the milieu in favour of non-enrolled children who may otherwise go on adding to the ranks of illiterates and the vicious circle will ever grow. The other correspondence between the two is provided by the fact that greater the retention rate of elementary schools, lesser will be the incidence of illiteracy. For instance, at the primary stage, Classes I-V, in India, the retention rate during 1951-71 has increased **miserably** from 33.1 in 1950-51 to 36.8 in 1970-71. This is illustrated in Table 9.3.

Table 9.3. Retention rate at primary stage of education Classes I-V -1951-71 (Figures in 000's)

S.N.	Year	Enrolment in Class I	Enrolment in Class V (4 years later)	Column 4 as % of column 3 (retention rate)
1	2	3	4	5
1.	1950-51	69,48	22,99	31.1
2.	1955-56	99,58	33,40	33.6
3.	1960-61	133,91	49,64	37.0
4.	1965-66	188,90	62,49	33.1
5.	1970-71	204,39	75,15	36.8

The position at the middle stage of education (Classes VI-VIII) is much worse. The retention rate there does not exceed 22 per cent. If all those who are enrolled in Class I could be retained for all the subsequent five year of schooling, the problem of adding to the illiterate population would automatically evaporate. In spite of a number of incentives and many financial inputs, which it may be difficult now to provide at the same rate as in the past, it would be difficult to achieve the miracle of cent per cent retention. The Fourth Educational Survey conducted in 1978-79, confirms that the hard core of children not enrolled or dropping out from school is from the scheduled castes and tribals. These tend to be the children of landless labourers and urban slum dwellers. In this context bold experiments of part-time non-formal education, multiplepoint entry and non-sequential system of elementary education will have to be initiated, pursued and promoted and a bigger dose of these innovations applied. Above all, a joint strategy will have to be evolved between the planners of elementary education and literacy to make a dent on this problem within the next ten years. This would necessitate the need for joint planning - the two programmes are complementary and should not be treated separately. The two legs must walk together in unison; walking on one leg alone is always strenous, time-consuming, and frustrating. That is what is happening in India.

The famous Indian Education Commission 1964-66 in its celebrated Report on Education and National Development, examined the situation indepth and at great length about 15 years back and it may be pertinent, at this stage, to quote what they said about the complementary nature of the two programmes viz, elementary education and adult literacy :

> "The principal strategy adopted so far to make the people literate has been to place an exclusive emphasis on the development of a programme of free and compulsory education for all children till they reach the age of 14 years. If this could have been effectively implemented by 1960, as once visualized, the problem would have been considerably simplified. However, for reasons which have been examined elsewhere, it has not yet been possible to implement the programme and we can at best hope to provide five years of effective education to every child by 1976 and of seven years by 1986. Moreover, the system of primary education continues to be largely ineffective and wasteful and many children who pass through it either do not attain functional literacy or lapse into illiteracy soon afterwards. If we are to continue our dependence on this programme alone for the liquidation of illiteracy, we may not reach our goal even by 2000 A.D.! It is, therefore, evident that, while our efforts to develop a programme of free and compulsory education should continue with redoubled vigour, a time has come when a massive and direct attack on mass illiteracy is necessary" p.423

The policy-makers and planners have to heed this advice even now.

9.07 Draft Sixth Five-Year Plan, 1978-83(1) (revised) observed that 'though the underlying principle of the education system has been equality of opportunity for everyone to benefit from the system, in practice, most of the benefits have accrued to a small minority. Equality of opportunity is now universally recognized as an inadequate principle of national education plicy. This principle will have to be supplemented by changing priorities and allocations in such a way that educational facilities reach the vast majority.of the population particularly the poorer sections'(Page 405). With this objective in view, elementary education and adult education were included as essential part of the Revised Minimum Needs Programme which 'aims at making a direct attack on illiteracy and making certain services directly available to the poor to strengthen their social base'. (Page 405). The success of including elementary education and adult education as integral components of the minimum needs programme will depend on the extent to which joint strategy of the two programmes is operationalized at the regional and local levels.

9.08 Noting on a global scale, the need for laying the right emphasis on primary and adult non-formal education and allocating the necessary resources for these two sectors as they form the hard core of the basic needs programme, the World Bank, in their new lending policy(2), are visualizing considerable increases in aid for primary and non-formal education. As much as 48 per cent of allocation for education amounting to US$.905 million is being provided for these sector during 1979-83 as is shown in Table 9.4.

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(1) Draft Sixth Five-Year Plan, 1978-83 (Revised), Government of India, Planning Commission, December 1979.

(2). World Bank, Education: Sector Policy Paper, April 1980, p.79-80

Table 9.4. World Bank distribution of lending for education, 1963-83 - by levels (Figures in percentages)

S.N. 1	Level 2	1963-69 3	1970-74 4	1975-78 5	1979-83 (Projected) 6
1.	Primary	-	5	14	24
2.	Secondary	84	50	43	34
3.	Higher	12	40	26	18
4.	Non-formal	4	5	17	24
	Total	100	100	100	100

India's Draft Sixth Five-Year Plan 1979-83 had visualized an allocation of about 55 per cent of education plan funds for primary and adult non-formal education (see Table 5.3 in Section V). This is what seems to be the correct distribution of resources, not only for India, but for other developing countries in similar situations as reflected by the World Bank priorities. It is hoped that this priority in the allocation of resources will continue.

Third: Accent on experimentation and innovation

9.09 No single method, experience has indicated, can be suggested to solve all the problems connected with illiteracy. Even within the Indian context, many experiments(1) can be cited which have contributed to the evolution of new approaches and methodologies. As part of the creation of literacy milieu, different kinds of experimentation and innovation, which are problem-solving need to be encouraged. Different sets of solutions are required for different kinds of cliertele. For this purpose, states and voluntary organizations should be allowed to take inititiateves. The experiment of the Gram Shiksham Mohim (Village Literacy Movement of Maharashtra) is an instance to prove the point. Within the broad contours of the nationally accepted programme, the implementation agencies should have the freedom to innovate and experiment. Such experiments and innovations should be appropriately disseminated through media and other channels. This would be in line with the concept of grass-root planning and development of literacy programme. What is further important is that these experiments and innovations should be suitably rewarded at the district, state and national levels by the Government, in addition to various voluntary agencies as at present. These covetous awards, to be given for innovations and experiments and for sustained efforts, should be able to stimulate institutions,organizations and individuals to struggle continuously to find answers to several knotty problems of implementation and management. Several institutions and organizations in India, as referred to in Section II, have been receiving Unesco awards and prizes and it would but be appropriate if the Central and State Governments in India also do institute such prizes to create the much-needed literacy milieu and promote pioneering efforts.

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(1) Fifty years of adult education: Some experience - Directorate of Adult Education, Ministry of Education and Social Welfare, Government of India, New Delhi, 1978. This small publication refers to some significant experiments in the field of literacy and adult education carried out in India during the last 50 years.

Fourth: Overevaluation

9.10 Evaluation is an integral component of the educational trinity; the other two being formulation and implementation. This study gives ample evidence of the intensive evaluation to which literacy programmes have been subjected from time to time to prove their credit-worthiness. While it would be useful to subject literacy and adult education programmes to all kinds of scrutiny and reviews (one would wish that such reviews were applied equally and severelly to prestigious and élitist-programmes of higher and technical education from the point of view of cost-benefit analysis and cost-effectiveness), one would like to express a word of caution in regard to the product-cum-summative evaluation. Process-cum-formative evaluation, in the initial years, is more important than product evaluation. An effective and well designed programme, systematically managed will undoubtedly have efficient results. Further, the results of evaluation and review studies need to be fed-back into the whole gamut of procedures, policies of planning and management of the programme. Necessary correctives need to be applied without any loss of time. This has not happened in the past in spite of evaluation galores and yet new programmes and schemes are launched without drawing any lessons from past mistakes and omissions. One is inclined to say that the setting up of committees and commissions and mounting of evaluations and review studies has always been alternatives to action and policy decisions(1). For instance if planners and managers of the National

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(1) In this connection, it would be useful to refer to author's study: "Functional Literacy Project of India - 1968-78, A Decade of Evaluation: Procedures, Problmes and Prospects' brought out by the I.I.E.P. in the in the Lecture Discussion Series, No.67, of the Fundamentals of Educational Planning.

Adult Education Programme have to benefit from previous experiments, they will have to look closely into the achievements and failures of the two significant pace-setting programmes: Gram Shiksham Mohim (Rural Literacy Movement) of Maharashtra and the Functional Literacy Project. These have lessons not only for India, but perhaps for other countries similarly situated.

Fifth: Overtargetting

9.11 While the National Adult Education Programme is a bold and imaginative initiative and the momentum gathered so far needs to be sustained, the planners and those who operate the Programme have to have a second look at its contours and strategy for implementation. The zeal for overtargetting has started the process of cracks in the programme. Finally it is tending to become a purely literacy programme. It has to be functional. It should not become a programme which comes from above. It has to be communitized The expectations of the Programme have been very nicely summed up in the Draft Sixth Five-Year Plan (Revised) in the following paragraph.

> "26.34. The NAEP is not meant for removing illiteracy alone, but also to impact functional education and create awareness among the learners about the social problems. It would, therefore, be desirable that such programmes as family planning, health and nutrition, child and mother care, importance of elementary education, cottage industries, etc., are built into this programme. Besides, the programme should include knowledge about the various laws and facilities available to the weaker sections of society and they should be encouraged to organise themselves for securing the benefits of those laws and facilities".

In fact these should be the expectation of any well-conceived adult education and literacy programme. This change in strategy may require, in the initial years, and, also in the interests of efficiency, scaling down the area of operation and intensification of efforts. It may perhaps be prudent, even at this state, to reconsider the targets set for the Sixth Plan and especially in view of the availability of likely resources. The results of the existing reviews of the Programme call for this rethinking. Perhaps, the target period may need to be extended to 1990 in order to get maximum results from the investments made.

Sixth: Conceptual clarity

9.12 Many objectives and outcomes have been set for the National Adult Education Programme. Besides literacy and numeracy, social awareness and functionality are the two basic components and objectives. While working out operational implications of literacy and numeracy are easy and are well-known, the policy makers have yet to concretise the programme implications of social awareness. Further, statements like 'learning, working and living are inseparable and each acquires a meaning only when correlated with the other' and " the illiterate and the poor can rise to their own liberation through literacy, dialogue and actions", incorporated in the objectives of the N.A.E.P. are mere lofty perorations and sweet words meaning nothing for a literacy worker and organizer, a writer, a trainer, a planner, a manager and an administrator. No appropriate teaching and training materials are available and perhaps it would be hard to design, develop and disseminate such materials without careful preparation, tryout and testing. Concepts and objectives, which are difficult to be concretized in relation to programmes, and operationalized in terms of management and action at the field level, are difficult to be evaluated. The natural tendency becomes to overlook these, in spite of their value, and in course of time, they recede into the background and are at least ignored as exercises in futility and offsprings of wild imagination. That is what has happened in India right from the beginning and more so in the case of National Adult Education Programme. Evaluation studies have reflected on this situation. It is sad that the functional aspect was not stressed right from the beginning. There is nothing wrong in combining literacy, numeracy and techniracy in a well-designed programme of adult literacy.

Seventh: Rural youth

9.13 The age-group 15-25 in the entire population is the most sensitive. While in urban areas, many opportunities do exist for this age-group to develop their potential, in rural areas existing facilities are insufficient. This age-group has to play a major rôle in the regeneration of the rural areas and in its social development and economic growth. One essential condition for the success of the National Adult Education Programme would be the extent to which it functions effectively in relation to the learning needs of rural youth - especially in the age-group 15-25. This will call for a major restructuring of the programme and introducing innovations. The existing educational infrastructure, and the new literacy structures will have to pool their resources to meet the urgent needs of this population in relation to the emerging scenario of integrated rural development.

Eight: Linkages with development

9.14 One of the essential conditions for heralding a literacy milieu would be to give a practical realism, at the field level, to the concept of promoting linkages between literacy and other areas of development. For this purpose, the Central and State Governments must identify some of the existing projects of rural, tribal hill development and specific area development programmes and encourage these, with positive inputs, to incorporate the programme of literacy and adult education within these area-specific and programme-specific projects. Such a close corelation will meet the requirements of the Policy Statement in Adult Education, namely 'that learning, working and living are inseparable and each acquires a meaning only when correlated with the others'. This has to be achieved even if the initial attempts may be heart-breaking. Otherwise literacy will be pure literacy and not functional and developmental-oriented. The policy of including literacy and adult education as an integral component of the Revised Minimum Needs Programme should continue as it will ensure a place of pride to the Programme in the national priorities and be the right step in the creation of appropriate literacy milieu, in spite of possible changes in political policies. Here also, the various components of the Revised Minimum Needs Programme have to be integrated, for formulation and implementation purposes, at the area level and not be treated as segregated programmes, as at present. The R.M.N.P. has to be treated as a package in order to achieve maximum results. Here also, the Central and State Governments should encourage innovative and pioneering efforts.

9.15 The Planning Commision Draft Sixth Five-Year Plan 1978-83 (Revised), December 1979, has drawn pointed attention to the development of effective linkages between adult education and developmental sectors and has gone to the extent of stating that adult education, like other components of the minimum needs programme, cannot be the responsibility of one Ministry, department or agency also. For its appropriateness of the subject being dealt with, the relevant paragraph is quoted below:

> "26.30. Adult education is an integral part of the Revised Minimum Needs Programme (RMNP). The main thrust of which is (a) to reach the poor directly, (b) to implement it through co-ordination with other developmental departments, and (c) to make it as an essential facet of area planning. The RMNP, including adult education, cannot be the sole responsibility of one Ministry, department or agency. In fact, this programme will be regarded as a collaborative effort in which all Central and State agencies, industry, employers, organisations of workers, voluntary organisations, etc. will have to play an important role."

The real crux of the problem is reaching the poor directly and it cannot be done by only one agency. All people will have to be involved and more so the poor for whom the programme is designed. 'These programmes (adult education, community health services etc)', are not only meant for the people but also to be run by and large by the people themselves. This is one of the ways in which the poor can be organized to secure the benefits of development for themselves".(page 181-182). This is what the Draft Sixth Five-Year Plan,referred to earlier, stated. Adult education is essential to remedy the educational deprivations of the adult population to enable them to develop their full economic, social and cultural potential.

Nineth: Micro-planning and development

9.16 Planning and development, at the local level, is practically non-existent. This has been revealed by several evaluation studies referred to earlier. If the illiterate and the poor have really to be enabled 'to rise to their own liberation through literacy dialogue and action', then the unit of planning and development of literacy programme has to be lowest, that is, the block and village level. This will make literacy local and programme specific. No amount of macro-planning is going to deliver the literacy goods. The Central Directorate and State Directorates of Adult Education would do well if they could adopt small selected ten or fifteen areas, blocks, villages and experimental projects, in different parts of the country, to study in depth, what micro-planning constraints and possibilities are and especially in the area of literacy and adult education; how literacy and adult education can be effectively linked with other components of Revised Minimum Needs Programme, Social Services and on-going Developmental Projects. From platitudes which have been expressed in many reports and documents it would be appropriate now to move to practicalities.

Tenth: Management of operation

9.17 From the organizational point of view, it is of utmost importance that elaborate preparations are made before launching a massive programme of literacy. In elaborating a strategy for literacy planning, one would not normally like to use military terminology. Since, however, literacy programme can conveniently be compared to a campaign and a crusade against a great national and international injustice, one is tempted to recommend operationalizing the programme on a war-footing; leaving nothing to chance. After operationalizing the conceptual framework - which is necessary in the case of National Adult Education Programmes - the next inevitable stage is to develop planning and development operations in terms of sequence and space. For instance, before launching the programme in specific areas, various preparatory steps need to be taken in advance. Some of these measures will include programme planning in consultation with various agencies, establishment of resource centres, preparation of curriculum and teaching/learning materials on the basis of identified needs of learners, development of methods and materials for training, training of instructional personnel and orientation of planning and managerial personnel at different levels etc., as detailed in Section VIII of this study.

Eleventh : Political will :

9.18 One, and the most important, irresistable conclusion emerging from this indepth study is that the political will to eradicate illiteracy has been almost non-existent. Of late, some attempts made within the planning and administrative echelons of the country have revived the hope that illiteracy is being recognised as one of the impediments to development and its eradication as an important ingredient of the removal of poverty. The mere fact that literacy was included as an important component of the minimum needs programme is a tribute to the Indian planners and that sizeable developmental funds have been provided for it, and may perhaps continue to be earmarked in future as well, within the Education Sector, speaks very high of their earnestness.

This is a welcome departure from the first three decades of planned inaction referred to in Section II. It was therefore, with high hopes that, a couple of years back, the National Adult Education Programme was launched in 1977-78. The evaluation studies of this Programme referred to in Section V, have clearly indicated the reasons for its somewhat limited results. To a discerning eye, fully aware of the Indian scenario it was expected. It will not, therefore, be difficult to anticipate the findings of the Review Committee set up by the Government of India in October 1979 on the implementation of the National Adult Education Programme, referred to in paragraph 5.21 in Section V. The Committee submitted its report in April 1980 but it has not been made public. The Programme did fail to integrate adult education with development projects and, therefore, literacy continued to be emphasized. Literacy itself is not bad - it is not a negative factor and can become a very good tool, but even this did not spread. Even at the time of the formulation of the Programme, the planners and managers, at all levels, were completely unclear about the operational implications of the "awareness" component of the new literacy deal - it was talked and written about at great length. That was all. What it meant for the literacy instructor, supervisor, trainer, the writer of literacy materials was not known. It is, therefore, no wonder that the learning materials followed the some old pattern and content with minor modifications. Perhaps the objectives set were too high and too idealistic to be realized in a large-scale programme. To this can be added the most depressing element of the indifferent attitude of the bureaucracy which contributed, by and large, to a lack of political will at the implementation stage.

9.19 In every endeavour of this kind, the first step is always difficult. The first step has now been taken. The onward march has to continue. One cannot afford to have 400 million illiterate adults even in the year of Grace of 2001 (See Table 9.1). That will be a great tragedy. Apart from major surgery which will be required to be undertaken, on techno-professional levels, to restore the National Adult Education Programme to its normal health, and, if necessary to change its name, what is important is to give Literacy Programmes an appropriate status within the political and administrative hierarchy of the country. It could take many forms but what emerges is that within the Ministry of Education, the work relating to the education of the masses including elementary education and adult literacy should be the concern of a high level Commission to be serviced by an equally high-level full-time Chairman or Director-General. Parallels do exist in India. There is the Minorities Commission, the Commission for Scheduled Castes and Scheduled Tribes, the University Grants Commission, Indian Council of Agricultural Research (I.C.A.R.), Council of Scientific and Industrial Research (C.S.I.R.) etc., These are high-level bodies entrusted with important tasks. The mass literacy of more than 200 million non-enrolled children in the age-group 6-14(1) in the coming two decades or so is not an easy task and it will have to be handled by a very competent agency which is run almost on a war-time footing at the national and state levels and especially in the various districts of different states which are lagging behind. The current departmental approach, based on rigid bureaucratic model, will not deliver the goods. The planner's commitment to these twin programmes (elementary and adult education) is a positive asset and needs to be exploited fully. The National Board of Adult Education has not served its purpose - there has to be an operational National Commission on Mass Education (2) (universal literacy for children, youth and adults) within the Ministry of Education (and nowhere else). The Commission(1) should have an appropriate number of full-time members with proven professional and administrative competence. This kind of institutionalization is likely to give the much desired boost to the Programme. Money, both from Governmental and non-governmental sources, has never been a constraint for a national emergency programme which is well conceived and competently administrated and efficiently delivered.

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(1) This group of children are difficult to be brought to the élitistic formal system of education and nothing short of a crash but carefully planned programme of non-formal education is required for them.

(2) This study has indicated clearly the closest interdependence between the lack of literacy and inadequate provision of schooling facilities for children in the age-group 6-14. The two are marching together.

9.20 The above issues are abundantly clear to close observers of the literacy scene in India. By facing these issues squarely and resolving these satisfactorily, a proper literacy milieu will be created in which literacy can thrive. These issues, therefore, need stronger reiteration at this stage - and with consequential follow-up action, for programme development on the right lines. These lessons may also have relevance to the planning and development of literacy and adult education in other parts of the world as well. Not to learn lessons from various national experiences would be inappropriate and sheer waste of effort, time and resources.

Mr. Amadou-Mahtar M'Bow, Director-General, Unesco has recently made very relevant observations in this connection (2) :

> " It is commonly said that we are entering into an era of interdependence between peoples, and that from now on no one nation will be able to live and prosper without taking account of the others. This de facto interdependence, which favours some at the expense of others, must now be transmuted into a joint responsibility for a common destiny".

9.21 The poor alone know what poverty is and what it means. They often get used to it. That promotes inequality. Poverty perpetuates. Countries and the world get divided between the poor and the rich. This has to stop. The formal schooling and education 'continue to educate for poverty'. In this sense, non-formal education and literacy have a significatn rôle to play. Underprovided, underfed and illiterate masses comprise the poor. They need work, food and also literacy. One without the other have no significance.

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(1) If University education in India, which caters to the needs of a microscopic minority of learners coming mostly from élitistic groups of the population, has a high level statutory Commission, mass education deserves its eminently.

(2) M'Bow, A.M. Director-General, Unesco. "The Challenge of the Year 2000", in "Suicide or Survival?", Unesco, 1979, p.10.

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ANNEXURE I

Statewise Population Table (1971 Census)

[Absolute figures in lakhs (1)]

No.	States	Total population	Rural Population		Density of Population (persons per sq.m.)			S. Castes		S. Tribes		Literacy (per '000)		
			Nos.	Percentage (Col.4 to 3)	Total	Rural	Urban	Nos.	Percentage (Col.9 to 3)	Nos.	Percentage (Col.11 to 3)	Total	Males	Females
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	Andhra Pradesh	435.03	351.00	80.68	157	128	2,360	57.75	13.27	16.58	3.81	246	332	158
2.	Assam	146.25	133.36	91.19	150(2)	137	2,911	9.13	6.24	16.07	10.99	287	372	193
3.	Bihar	563.83	507.19	90.00	324	296	2,032	79.51	14.11	49.33	8.75	199	306	87
4.	Gujarat	266.97	192.01	71.92	136	100	1,625	18.25	6.84	37.34	13.99	358	461	248
5.	Haryana	100.37	82.64	82.34	227	189	3,[illegible]28	18.96	18.89	Nil	Nil	269	373	149
6.	Himachal Pradesh	34.60	32.18	93.01	62	58	1,556	7.70	22.25	1.42	4.10	320	432	202
7.	Jammu and Kashmir	46.17	37.59	81.42	NA	NA	NA	3.81	8.25	Nil	Nil	186	268	93
8.	Karnataka	292.99	221.77	75.69	153	118	2,272	38.50	13.14	2.31	0.79	315	416	210
9.	Kerala	213.47	178.81	83.76	549	477	2,585	17.72	8.30	2.69	1.26	604	666	543
10.	Madhya, Pradesh	416.54	348.69	83.71	94	79	2,378	54.54	13.09	83.87	20.13	221	327	109
11.	Maharashtra	504.12	347.01	68.83	164	115	2,555	30.26	6.00	29.54	5.86	392	510	264
12.	Manipur	10.73	9.31	86.77	48	42	3,083	0.16	1.49	3.34	31.13	329	460	195
13.	Meghalaya	10.12	8.65	85.47	45	39	3,860	0.04	0.40	8.14	80.43	295	341	246
14.	Nagaland	5.16	4.65	90.12	31	20	1,230	Nil	Nil	4.58	88.76	274	350	187
15.	Orissa	219.45	200.99	91.59	141	130	1,113	33.11	15.09	50.72	23.11	262	383	139
16.	Punjab	135.51	103.35	76.27	269	208	4,[illegible]50	33.48	24.71	Nil	Nil	337	404	[illegible]
17.	Rajasthan	257.66	212.22	82.36	75	63	1,198	40.76	15.82	31.26	12.13	191	287	86
18.	Sikkim	2.10	1.90	90.48	29	26	1,967	0.10	4.76	Nil	Nil	NA	NA	NA
19.	Tamil Nadu	411.99	287.34	69.74	317	231	2,115	73.16	17.76	3.12	0.76	395	518	269
20.	Tripura	15.56	13.94	89.59	149	134	3,371	1.93	12.40	4.51	28.98	310	402	212
21.	Uttar Pradesh	883.41	759.52	85.98	300	260	4,356	185.49	21.00	1.99	0.23	217	315	106
22.	West Bengal	443.12	333.45	75.25	504	388	5,528	88.16	19.90	25.33	5.72	332	428	224
	TOTAL ALL STATES	5.414.85	4.367.57	80.66	171	139	2,441	792.52	14.64	372.14	6.87			
	TOTAL ALL INDIA	5.481.60	4.390.46	80.09	177	148		800.06	14.60	380.15	6.94	295	395	187

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(1) One lakh is equivalent to 100,000.

(2) Includes Mizoram.

Source : (i) Statistical Abstract India : 1974 (p. 3).
(ii) Census of India, General Population tables.
Series 1 (India) Part II (A) (i) p. 54.

(3) Includes all the 22 States shown above and 9 Union Territories of Andaman and Nicobar Island, Arunachal Pradesh, Chandigarh, Dadra and Nagar Haveli, Delhi, Goa, Lakshadweep, Mizoram and Pondicherry.

ANNEXURE II

Literacy rates for males and females - 1951 and 1961
(According to 1961 Census)

No.	States/Union Territories	1951 Literacy Rate: No. of Persons to 1000 Persons	1951 Literacy Rate: No. of Males to 1000 Males	1951 Literacy Rate: No. of Females to 1000 Females	1961 Literacy Rate: No. of Persons to 1000 Persons	1961 Literacy Rate: No. of Males to 1000 Males	1961 Literacy Rate: No. of Females to 1000 Females
1	2	3	4	5	6	7	8
	STATES :						
1.	Andhra Pradesh	131	197	65	212	302	120
2.	Assam	183	274	79	274	373	160
3.	Bihar	122	205	38	184	298	69
4.	Gujarat	231	323	135	305	411	191
5.	Jammu and Kashmir	..	..	..	110	170	42
6.	Kerala	407	502	315	368	550	389
7.	Madhya Pradesh	98	162	32	171	270	67
8.	Madras	208	317	100	314	445	182
9.	Maharashtra	209	314	97	298	420	168
10.	Mysore	193	291	92	254	361	142
11.	Orissa	158	273	45	217	347	86
12.	Punjab	152	210	85	242	330	141
13.	Rajasthan	89	144	30	152	237	58
14.	Uttar Pradesh	108	174	36	176	273	70
15.	West Bengal	240	342	122	293	401	170
	UNION TERRITORIES :						
16.	Andaman and Nicobar Islands	258	342	123	336	424	194
17.	Dadra and Nagar Haveli	..	..	..	95	147	41
18.	Delhi	384	430	323	527	608	425
19.	Goa, Daman and Diu	..	..	..	..	..	..
20.	Himachal Pradesh	77	126	24	171	272	62
21.	Laccadive, Minicoy and Amindivi Islands	152	256	23	233	358	110
22.	Manipur	114	208	24	304	451	159
23.	Nagaland	104	150	57	179	240	113
24.	N.E.F.A.	..	..	..	72	123	15
25.	Tripura	155	223	80	202	296	114
26.	Pondicherry	..	..	..	374	506	246
27.	Sikkim	73	128	13	123	196	43
	INDIA	166 (2)	249 (2)	72 (2)	240 (1)	344	129 (1)

(1) Excluding Goa, Daman and Diu.

(2) Excluding Jammu and Kashmir Dadra and Nagar Haveli, Goa Daman and Diu and Pondicherry.

ANNEXURE III

Population and literacy in India, men and women (1) : 1961 (Absolute figures in millions)

No.	States/union Territories	Total Population	Percentage Literacy Males	Percentage Literacy Females	Percentage Literacy Total
1	2	3	4	5	6
	STATES :				
1.	Andhra Pradesh	35.98	30.19	12.03	21.10
2.	Assam (2)	11.10	39.71	17.11	29.19
3.	Bihar	46.46	29.83	6.90	18.40
4.	Gujarat	20.63	41.13	19.10	30.45
5.	Haryana	7.59	29.23	9.33	19.93
6.	Himachal Pradesh	2.81	32.31	9.49	21.26
7.	Jammu and Kashmir	3.56	16.97	4.26	11.03
8.	Kerala	16.90	54.97	38.90	40.85
9.	Madhya Pradesh	32.37	27.93	6.73	17.13
10.	Maharashtra	39.55	42.04	16.76	29.82
11.	Maghalaya	0.77	21.44	15.36	18.47
12.	Mysore	23.59	36.15	14.19	25.40
13.	Nagaland	0.37	24.04	11.34	17.91
14.	Orissa	17.55	34.68	8.65	21.66
15.	Punjab	11.33	34.70	17.41	26.74
16.	Rajasthan	20.16	23.71	5.84	15.21
17.	Tamil Nadu	33.69	44.54	18.17	31.41
18.	Uttar Pradesh	73.75	27.30	7.02	17.65
19.	West Bengal	34.93	40.08	16.98	29.28
	Sub-total :	433.07			
	UNION TERRITORIES :				
1.	A. and N. Islands	0.06	42.43	19.37	33.63
2.	Arunchal Pradesh	0.34	N. A.		7.13
3.	Chandigarh	0.12	56.97	42.00	51.06
4.	Dadra and Nagar Haveli	0.06	14.71	4.05	9.48
5.	Delhi	2.66	60.75	42.55	52.75
6.	Goa, Daman and Diu	0.63	39.04	23.02	30.75
7.	L.M. and A. Islands	0.02	35.80	10.98	23.27
8.	Pondicherry	0.37	50.39	24.64	37.43
9.	Manipur	0.78	45.12	15.93	30.42
10.	Tripura	1.14	29.61	10.19	20.24
	Sub-total :	6.18			
	ALL INDIA	439.25	34.44	12.95	24.12

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(1) The figures are inclusive of the population in age-group 0-4.

(2) Assam includes the Union Territory of Mizoram.

ANNEXURE IV

Population and Literacy in India - men and women (1), 1971

No.	States/Union Territories	1971 Census population	Literacy rate: No. of literates to 1000 Persons	Literacy rate: No. of Male literates to 1000 Males	Literacy rate: No. of Female literates to 1000 Females
1	2	3	4	5	6
		(Figures in millions)			
	STATES :				
1.	Andhra Pradesh	43.50	246	332	158
2.	Assam (2)	14.96	287	273	193
3.	Bihar	56.35	199	306	87
4.	Gujarat	26.70	358	461	248
5.	Haryana	10.04	269	373	149
6.	Himachal Pradesh	3.46	320	432	202
7.	Jammu and Kashmir	4.62	186	268	93
8.	Karnataka	29.30	315	416	210
9.	Kerala	21.35	604	666	543
10.	Madhya Pradesh	41.65	221	327	1
11.	Maharashtra	50.41	392	510	264
12.	Manipur	1.07	329	460	195
13.	Meghalaya	1.01	295	341	246
14.	Nagaland	0.51	274	350	187
15.	Orissa	21.94	292	383	139
16.	Punjab	13.55	337	404	259
17.	Rajasthan	25.77	191	287	85
18.	Sikkim	0.21	177	254	89
19.	Tamid Nadu	41.20	395	518	269
20.	Tripura	1.56	310	402	212
21.	Uttar Pradesh	88.34	217	315	106
22.	West Bengal	44.31	332	428	224
	Sub-total :	541.81			
	UNION TERRITORIES :				
1.	A. and N. Islands	0.12	436	516	311
2.	Arunachal Pradesh	0.47	113	178	37
3.	Chandigarh	0.26	616	670	533
4.	D. and N. Haveli	0.07	150	222	78
5.	Delhi	4.07	566	637	477
6.	Goa, Daman and Diu	0.86	488	543	351
7.	Lakshadweep	0.03	437	565	306
8.	Pondicherry	0.47	460	573	346
	Sub-total :	6.35			
	INDIA	548.16	294	394	187

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(1) The figures are inclusive of the population in age-group 0-4.

(2) Assam includes Mizoram.

ANNEXURE V

Statewise/Population Literacy Position in the age-group 15-35 in 1971 (Absolute figures in millions)

No.	States/Union Territories	Population	Percentage of literacy		
			Persons	Males	Females
1	2	3	4	5	6
	STATES :				
1.	Andhra Pradesh	13.36	34.7	47.2	22.4
2.	Assam	4.34	42.3	55.2	28.1
3.	Bihar	16.86	29.0	45.7	12.6
4.	Gujarat	8.36	50.1	64.4	34.9
5.	Haryana	2.94	39.9	56.7	21.3
6.	Himachal Pradesh	1.06	45.2	63.6	27.6
7.	Jammu and Kashmir	1.42	28.8	42.4	13.5
8.	Kerala	6.92	80.5	87.3	74.1
9.	Madhya Pradesh	12.26	34.0	51.1	16.3
10.	Maharashtra	15.68	56.1	73.0	38.1
11.	Manipur	0.34	50.3	70.4	30.4
12.	Meghalaya	0.32	44.8	52.7	36.8
13.	Mysore (Karnataka)	8.98	43.2	57.2	29.0
14.	Nagaland	0.18	46.4	58.2	31.1
15.	Orissa	6.44	37.3	54.6	20.4
16.	Punjab	4.26	47.7	57.3	36.8
17.	Rajasthan	7.77	27.8	42.3	12.4
18.	Sikkim	0.08	26.4	36.4	13.6
19.	Tamil Nadu	13.28	51.5	67.6	35.7
20.	Tripura	0.05	49.9	66.1	33.5
21.	Uttar Pradesh	26.10	31.6	47.2	14.9
22.	West Bengal	13.80	47.2	59.8	32.7
	Sub-total :	164.80			
	UNION TERRITORIES :				
1.	A. and N. Islands	0.05	56.4	64.8	40.5
2.	Arunachal Pradesh	0.16	20.1	31.3	6.2
3.	Chandigarh	0.11	76.5	81.9	69.1
4.	Dadra and Nagar Haveli	0.02	22.4	36.5	49.1
5.	Delhi	1.48	71.9	80.0	61.5
6.	Goa, Daman and Diu	0.29	61.6	73.7	48.5
7.	Lakshadweep	0.01	66.4	84.6	49.1
8.	Mizoram	0.11	78.4	82.2	73.6
9.	Pondicherry	0.15	60.0	74.6	46.0
	Sub-total :	2.38			
	INDIA	167.18	42.0	56.7	26.8

ANNEXURE VI

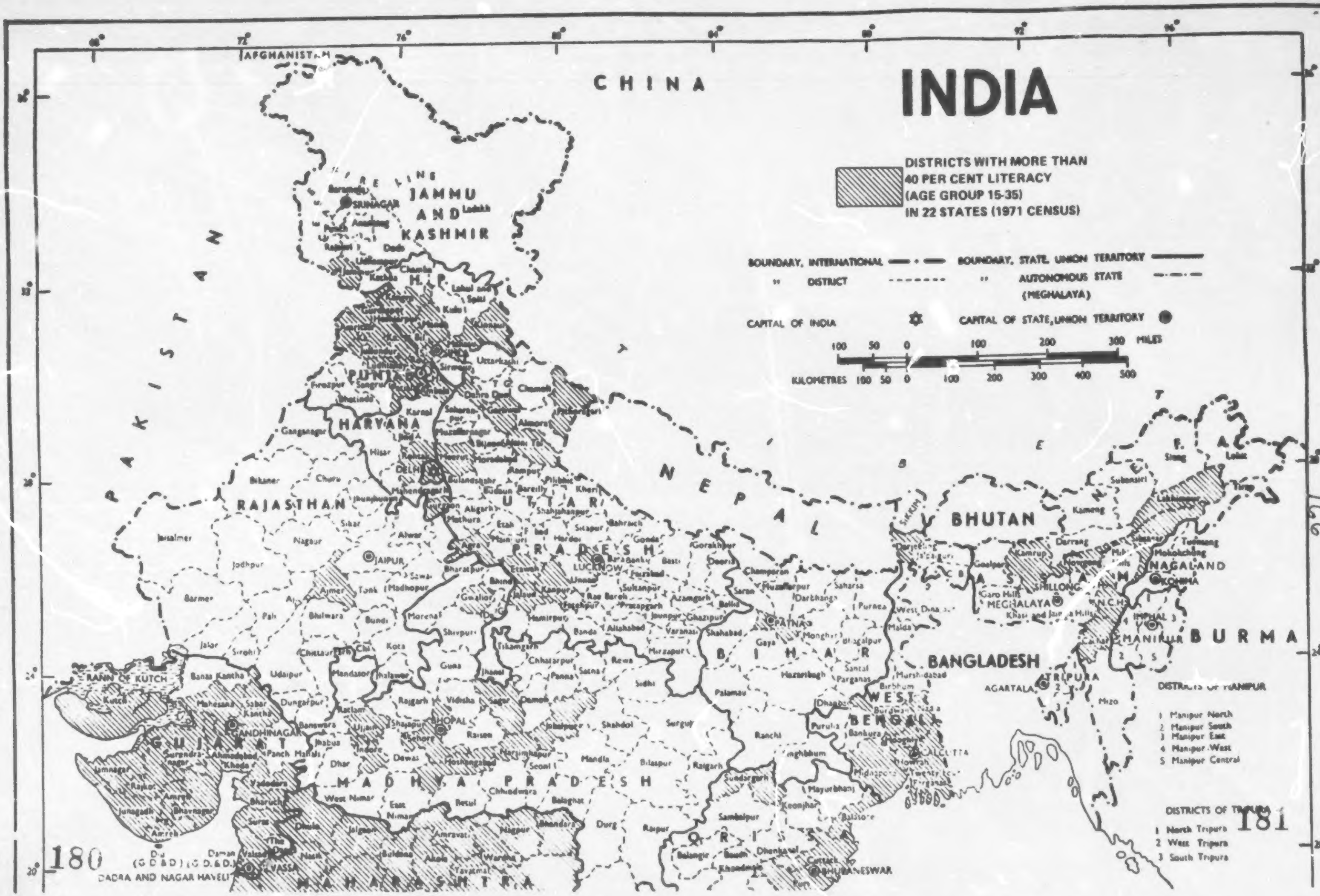
Estimated population, number of literates and illiterates of the age group 15-35 - 1976 (in 000's)

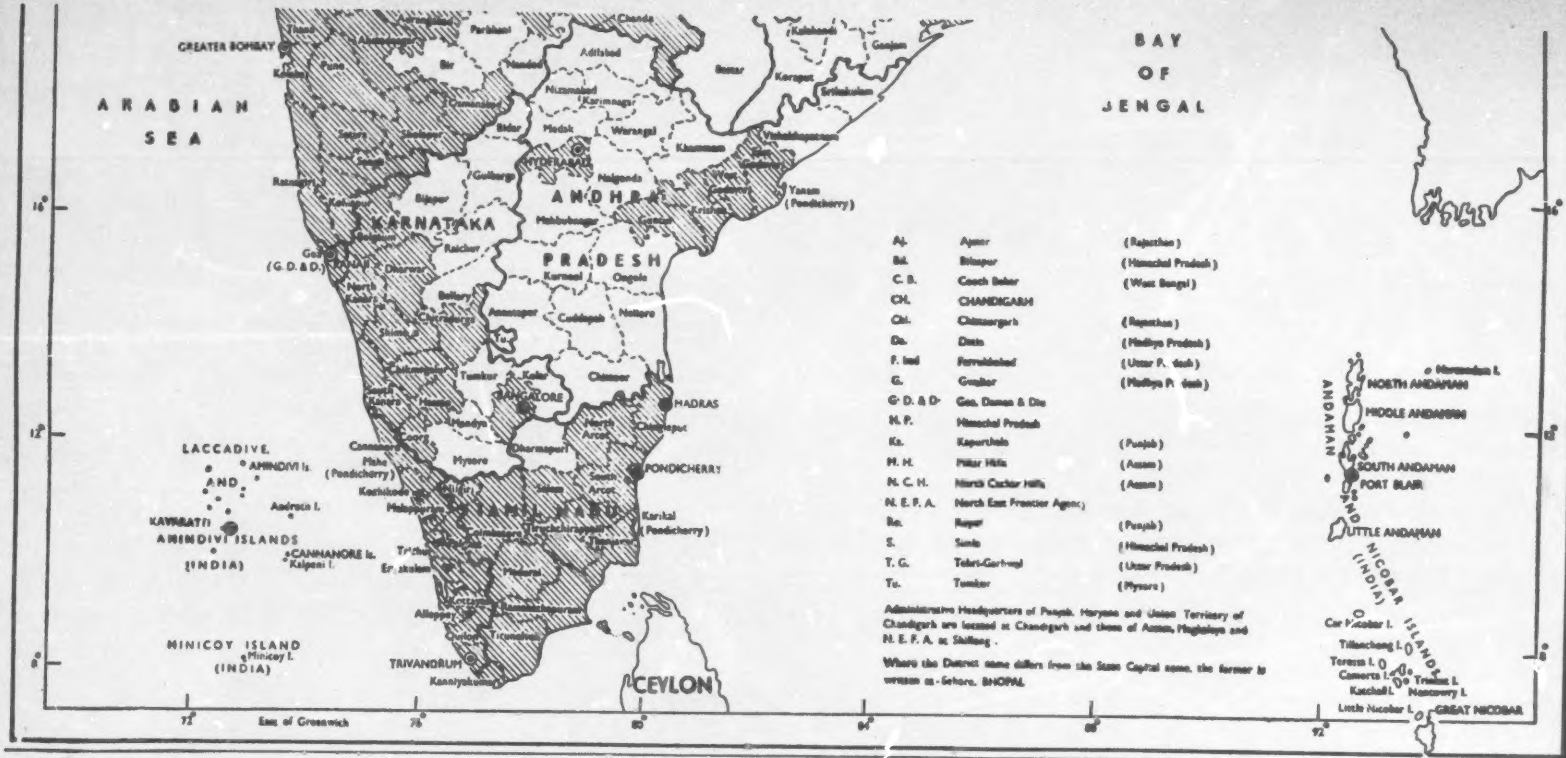
No.	States/Union Territories	Population	Number of literates	Number of illiterates	Percentage of literacy
1	2	3	4	5	6
	STATES :				
1.	Andhra Pradesh	16,213	5,751	10,462	35.5
2.	Assam	5,557	2,396	3,161	43.1
3.	Bihar	20,189	6,176	14,013	30.6
4.	Gujarat	10,170	5,507	4,663	54.2
5.	Haryana	3,777	1,782	1,995	47.2
6.	Himachal Pradesh	1,278	688	590	53.8
7.	Jammu and Kashmir	1,862	563	1,299	30.2
8.	Karnataka	10,741	5,349	5,392	49.8
9.	Karala	8,356	7,173	1,183	85.8
10.	Madhya Pradesh	14,932	5,360	9,572	35.9
11.	Maharashtra	18,364	11,909	6,455	64.8
12.	Manipur	401	256	145	63.8
13.	Meghalaya	391	199	192	50.9
14.	Nagaland	215	124	91	57.7
15.	Orissa	8,266	3,146	5,120	38.1
16.	Punjab	5,248	2,917	2,331	55.6
17.	Rajasthan	9,496	3,016	6,480	31.8
18.	Sikkim	86	26	60	29.6
19.	Tamil Nadu	14,907	8,375	6,532	56.2
20.	Tripura	580	383	197	66 0
21.	Uttar Pradesh	30,905	11,126	19,779	36.0
22.	West Bengal	16,423	8,656	7,767	52.7
	Sub-total :	197,024	90,877.5	106,146.5	46.1
	UNION TERRITORIES :				
1.	A. and N. Islands	61	37	24	60.6
2.	Arunachal Pradesh	188	50	138	26.6
3.	Chandigarh	159	125	34	78.6
4.	Dadra and Nagar Haveli	25	6.5	18.5	26.0
5.	Delhi	1,987	1,450	537	73.0
6.	Goa, Daman and Diu	349	228	121	65.3
7.	Lakshadweep	13	10	3	76.9
8.	Mizoram	141	107	34	75.9
9.	Pondicherry	177	115	62	65.0
	Sub-total :	3,100	2,128.5	971.5	68.7
	INDIA	200,124	93,006	117,118 (1)	46.5

NOTE: There is a marginal difference between State wise totals and the all India estimates.

(1) Population of the age-group 15-35 in 1971 on actual Census count basis came to 167,5 million. On the basis of adjusted data, it has been estimated to be about 176 million. Estimated population of 200 million in 1976 is based on adjusted data. On actual count basis it may be only around 192.93 million. Taking into account the estimated number of 93 million literates of the age group 15-35 by 1976, number of illiterates on this basis may not exceed 100 million.

ANNEXURE VII





Aj.	Ajmer	(Rajasthan)
Bil.	Bilaspur	(Himachal Pradesh)
C. B.	Cooch Behar	(West Bengal)
CH.	CHANDIGARH	
Chl.	Chittaurgarh	(Rajasthan)
Da.	Datia	(Madhya Pradesh)
F. bad	Farrukhabad	(Uttar Pradesh)
G.	Gwalior	(Madhya Pradesh)
G. D. & D.	Goa, Daman & Diu	
H. P.	Himachal Pradesh	
Ka.	Kapurthala	(Punjab)
M. H.	Mikir Hills	(Assam)
N. C. H.	North Cachar Hills	(Assam)
N. E. F. A.	North East Frontier Agency	
Ro.	Ropar	(Punjab)
S.	Simla	(Himachal Pradesh)
T. G.	Tehri-Garhwal	(Uttar Pradesh)
Tu.	Tumkur	(Mysore)

Administrative Headquarters of Punjab, Haryana and Union Territory of Chandigarh are located at Chandigarh and those of Assam, Meghalaya and N. E. F. A. at Shillong.

Where the District name differs from the State Capital name, the former is written as - Sehore, BHOPAL

Based upon Survey of India map with the permission of the Surveyor General of India.
The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate base line.

Bhutan is a state in special treaty relations with India.
The boundary of Meghalaya shown on this map is as interpreted from the Assam Reorganisation (Meghalaya) Act, 1969 but has yet to be verified.
Meghalaya is an autonomous state within the state of Assam.

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IIEP RESEARCH REPORT No.36 : Without being a prophet of doom, the author's optimistic forecasts, on the basis of existing trends, indicate that in the India of 2001, there will be 10 out of 100 children in the age group 6 - 14 not enrolled in schools (number not attending will be higher) and 20 out of 100 adults in the most productive age group 15 - 35 still illiterate. However, in the total population, as a whole estimated to be 900 million in 2001, there will still be 400 million illiterates, i.e. out of 100 persons, 44 will be illiterate as against 71 in 1971!

Presenting hard facts about the literacy scenario, at multi-levels, and in respect of special groups of population, over a period of thirty years since India achieved Independence in 1947, this research study x-rays some recent major literacy activities initiated in the country with the twin objectives of carrying out an in-depth diagnosis of the present complex situation and developing a concrete plan of action during the coming two decades. A strong political will, backed by proper institutionalised support, to develop mass education, are inescapable.

DR. SOMNATH SARAF, with a professional experience of about 35 years of teaching, applied research, educational planning, administration and evaluation, has been with the Government of India since 1950, being successively Director, Education Division, Planning Commission, Director and Bureau Head of Planning, Pilot Projects, Adult Education, Budget and Statistics, Member-Secretary, National Board of Adult Education in the Union Ministry of Education, New Delhi (1969-72), Unesco Chief Technical Adviser, Functional Literacy Project, Afghanistan (1972-75) and, latterly (1976 onwards), Chief, Joint Adviser and Educational Adviser of the Planning Commission. He is currently a full-time Senior Consultant to the IIEP.

Dr. Saraf has represented his country in many high-level international forums and has been author of several publications and reports on educational planning and administration.